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ABSTRACT

The Kentucky Education Reform Act (KERA) of 1990 has given educators the authority as well as the responsibility for improving educational practices within their schools. A study group of five Kentucky teachers assisted by the Kentucky Education Association and the Appalachia Educational Laboratory was formed to research the extent and uses of out-of-school time investment in KERA reforms and to identify promising initiatives that create collaborative planning/meeting time. This document reports the results of a statewide telephone survey of Kentucky educators who implement innovative methods to create time. According to the findings, the majority of respondents spend time attending meetings and participating in professional development or training; they have made tremendous commitments to KERA-related activities in personal out-of-school time in comparison to released time provided. The report also provides a review of related literature, a rationale for overhauling the organizational culture of schools to create time for reform, graphs and charts illustrating survey findings, recommendations for creating time for reform, descriptions of successful school plans for implementation of reform mandates, and a bibliography. (LL)

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ED359181

Finding Time for School Reform: Obstacles and Answers

A Joint Study by the

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Kentucky Education Association
401 Capitol Avenue
Frankfort, Kentucky 40601

and

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March 1993

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ACKNOWLEDGMENTS

The Kentucky Education Association (KEA) and the Appalachia Educational Laboratory (AEL) wish to thank the following KEA-AEL KERA Time Study Group members who planned and developed *Finding Time for School Reform: Obstacles and Answers*. Their time and effort in survey development, data analysis, graphics design, and writing and editing have culminated in a document that describes the reform endeavors of Kentucky educators. Over the next several years those efforts will make the legislated KERA reforms realities in classrooms throughout the state.

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Sharon Felty-Comer, assistant director of programs for KEA, provided important assistance by facilitating meetings and communications, writing and editing, and arranging for the printing, distribution, and collection of the survey, and dissemination of the final document. Mary Ann Blankenship, editor, included the time study survey in the May 1992 issue of *KEA News*.

Essential to this product were the 376 educators who responded to "Time Expenditures by Kentucky Teachers on KERA Reform Initiatives, a KEA-AEL Survey." Appendix A provides a listing of those respondents who provided optional identification information. The experiences and recommendations of these and other respondents provided useful information for educators in Kentucky, across AEL's Region, and throughout the country.

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Finally, AEL staff who handled study group facilitation and communications, researching, entering data, developing selected publication sections, blending the writing of several authors, editing, typesetting, graphic design, and layout contributed greatly to this final product. The authors wish to thank the following AEL staff members:

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Jane Hange
Greg Leopold
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Carla McClure
Marsha Pritt
Karen Simon

Executive Summary

Why is it that teachers, of all people, seem to be demoralized and frustrated by school reform? In reality, the driving force behind school reform is not legislation, but teachers' time and energy. While it may be organizationally efficient or politically appealing, reform will not work unless teachers think it makes sense. The restructuring movement allows teachers to act as true professionals, but professional decisionmaking responsibilities take time, placing severe demands on that precious resource.

In June 1989, the Kentucky Supreme Court handed the state's General Assembly one of the most difficult tasks faced by a state legislature in recent history—to restructure completely the state's system of public schooling. For Kentucky teachers, the resulting Kentucky Education Reform Act (KERA) of 1990 has given educators the authority as well as the responsibility for improving educational practices within their schools. Tremendous amounts of energy and time are being invested in implementing KERA mandates. KERA legislation calls for massive changes in the curriculum, governance, and financing of Kentucky's schools. The intent of changes in each of these areas can be described as efforts to (1) instill a new philosophy that all children can learn and that educators are able to ensure that, (2) rid the system of political influences, and (3) achieve equity in funding among districts.

Where is the reform movement taking schools and the teaching profession? Will time-pressured, overworked teachers eventually reach burnout? Or will new ways be found to structure the school day to provide time for consulting and planning with colleagues for professional practice improvement or school reorganization? Many teachers view reform as extra work with little reward for them or their students.

Recognizing these problems, a KEA-AEL study group—five Kentucky teachers assisted by KEA and AEL staff members—researched the extent and uses of out-of-school time educators have spent on KERA reforms. The study group's goal was to describe teacher time investment in KERA reforms and to identify promising initiatives that create collaborative planning/meeting time. *Finding Time for School Reform: Obstacles and Answers* reports the findings of a statewide survey of Kentucky educators. Results of telephone interviews with several Kentucky educators implementing innovative methods to create time for teacher collaboration are described. Also reported are findings from log-keeping by study group members on the out-of-school time they devoted to KERA reform activities.

The majority of respondents reported spending time attending meetings and participating in professional development or training for KERA reform mandates. Findings illustrate that respondents made tremendous commitments in personal out-of-school time to KERA-related activities. Ratios comparing out-of-school time contributed to released time used for KERA activities ranged from 14:1 hours for high school educators to 30:1 hours for primary educators. The two most frequently reported methods of providing released time were hiring substitutes and having colleagues cover classes for teachers to plan and attend meetings or training sessions.

When teachers were asked to identify the greatest obstacles to finding time to plan for KERA-related changes they or their colleagues encountered, responses emerged into five categories:

(1) school time, including common planning and collaboration time and the short time frame for KERA implementation and evaluation of results; (2) overall time concerns, such as effects on family and personal commitments; (3) money or funding needed for reform activities and time creation; (4) cooperation of leadership, administration, and peers; and (5) workload. Positive attitudes toward KERA-related activities were also expressed, yet comments were often characterized by frustration.

Recommendations for relieving the time pressure varied. The four most frequently mentioned alternatives were (1) providing released time; (2) paying teachers for time worked beyond the school day/year; (3) adding noninstructional days to the school calendar; and (4) shortening the school day or week for students to provide time for teacher training, planning, and meetings. Other suggestions included providing an assistant or aide for each team of teachers, mandating planning time in elementary schools, employing additional resource teachers, using the five professional development days which were available to Kentucky's local school districts for KERA-related activities, and developing community/business alliances.

Findings from this study indicate that school reform efforts require large investments of teacher time outside the regular school day. Revamping school organization may be necessary to provide time for goal-setting, planning, implementing, and evaluating reform initiatives. Adequate time must be allotted for reform activities to be implemented and adjusted to meet varied student needs and produce the results desired. *Finding Time for School Reform: Obstacles and Answers* can inform and assist local and state efforts to enhance teachers' implementation of reform mandates for improved education and learning.

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INTRODUCTION

Planning the Study

Questions regarding the implementation of the requirements of the Kentucky Education Reform Act (KERA) began to pour into offices of the Kentucky Education Association (KEA) before passage in April 1990 of this sweeping mandate for change. Teachers, principals, and school board members were concerned about the parameters of school-based decisionmaking and the assessment/accountability system; parents had questions about evaluation and promotion/retention in "un" or "non-graded" classes; and superintendents wondered how soon the additional funds would stream into districts, and what strings might be attached. Everyone questioned how school personnel would find the time necessary to assist development of reforms needed at the state, district, and school levels.

While teachers and administrators received across-the-board increases in the minimum state salary schedule of ten percent for the 1990-91 school year and five percent for 1991-92 as a result of House Bill 940, KERA legislation did not mandate released time for their participation in developing assessment tasks and redesigning curriculum and instruction at the district and school levels, planning and participating in school-based decisionmaking councils, or the variety of other reforms specified. Salary increases were frozen for the 1992-93 and 1993-94 school years at the time of this study.

Teacher efforts at the state level (e.g., assistance on subject area assessment development teams or writing portfolio assessment training or scoring) have been compensated and released time provided. But at the district and school levels, few incentives for teacher involvement have been provided. Many Kentucky teachers have come to view reform as extra work with little reward for teachers or students. Benefits such as improved student achievement or attitude are often slow to follow legislation.

Recognizing these problems, AEL's Classroom Instruction program staff and KEA leaders and key staff agreed on the identification of the extent and uses of time teachers were spending on KERA reforms as a priority for research. Building on the successful collaboration between KEA and AEL on five study groups during 1985-91, these planners designed a study group to seek statewide teacher response to this question. The KEA president in March 1992 nominated five teachers actively involved in KERA reforms from elementary, middle, and high schools throughout the state to a KERA Time Study Group.

Conducting the Study

At the initial study group meeting, members discussed their own KERA-related activities and the investment of out-of-school hours for work on mandated reforms by their colleagues. To begin a systematic study of this concern, members reviewed related literature and then developed "Time Expenditures by Kentucky Teachers on KERA Reform Initiatives, a KEA-AEL Survey" (see Appendix B). Topics addressed included demographic data; monthly out-of-school hours invested in KERA-related activities; type of activities (attending meetings, leading or participating in training, developing curriculum, etc.); days of released time received for KERA-related activities; methods of creating time for teachers to meet; obstacles to finding time to plan KERA-related changes; other comments; and a re-

quest for contact information for those describing innovative methods to release teachers during school hours to meet and plan. A second dimension of the study was log-keeping by study group members on the out-of-school time they devoted to KERA reforms between early May and mid-October 1992.

The May 1992 issue of the *KEA News* (circulation 31,600, 85 percent of all Kentucky teachers) included the full-page survey with a request for return to KEA. The survey was also disseminated at KEA district summer conferences and mailed by selected KEA district presidents to members. A total of 376 surveys were completed and returned.

J. Jackson Barnette, University of Alabama education professor, assisted in refining the survey prior to KEA printing and dissemination and developed a computer program for data analysis by school level, respondent years of experience, and school enrollment. Following AEL support staff data entry, Barnette ran the program and provided consultative services on reporting the data.

Study group members and the KEA and AEL staff met to discuss findings, review log entries, identify schools using innovative methods to release teachers for KERA work, and outline their final publication. Individually, they assumed analysis and reporting tasks for responses to clusters of survey questions or to log data. Members also conducted telephone interviews with respondents whose surveys described productive methods of creating released time. Working independently, members and the KEA staff representative then summarized survey data or log entries, developed Findings sections of this final product, and submitted these to AEL staff for copying and distribution to the group. AEL staff developed the Introduction, Rationale, Reports from Others, Conclusions, and Bibliograpy sections.

All sections were peer edited by study group members and appropriate KEA and AEL staff prior to melding of copy by AEL study group facilitators to form a final draft. This draft was critiqued by an external content expert, Carol Mitchell, Office of Educational Research and Improvement (OERI), Washington, D.C.; study group members; and the KEA staff representative and president. Final changes were incorporated, the document was typeset, and camera-ready masters were produced by AEL staff. Both AEL's Resource Center and KEA print and disseminate *Finding Time for School Reform: Obstacles and Answers* upon request.

Summary

Finding Time for School Reform: Obstacles and Answers provides an early snapshot of the endeavors that over the next several years will make the legislated KERA reforms realities in classrooms throughout the state. The authors, KEA, and AEL acknowledge the limitations of the study due to low response rate (376 responses from the approximately 31,600 survey recipients) and caution that generalizations to all Kentucky teachers cannot be made from data summaries or conclusions stated. The typical respondent to this survey may have devoted more time than other teachers to KERA-related activities.

While neither study group members nor survey respondents can provide one right way to implement mandated reforms, they conclude that the time to identify the right ways has been underestimated. Further, they recommend that the provision of released time for teacher involvement in change become a high priority at the state, district, and school levels.

Creating time for teachers to meet and plan not only yields fresh ideas, it also honors the investment of the teaching professional. Involvement in decisionmaking, both survey respondents and study group members conclude, should be viewed as an important time investment, equal to that of contact hours with students. Kentucky teacher volunteers are leading their decisionmaking councils; developing new curricula; conducting and participating in training in assessment, ungraded primary programs, and other KERA strands; observing colleagues in model programs; reorganizing their schools to respond to KERA changes; and implementing new instructional and management methods. If the changes being planned are to be successful, they need the reflection by teacher developers and their colleagues that comes with sufficient time to think and discuss.

This final product of the KEA-AEL Time Study Group provides an insight into the extent of time teachers are investing in mandated changes and the ways this KERA-related time is being utilized. It represents a statewide perspective from teacher ranks and points to methods to "create" time for this important work. Teachers and other educators may learn implementation ideas by contacting model program representatives. Administrators can reprint the survey to learn more about teacher perspectives in their district or school. Association leaders and staff may consider study findings as they work toward assisting teachers burdened with additional responsibilities during educational reform. Finally, policymakers can employ the study's findings and conclusions as they further refine KERA directives, encouraging and supporting the provision of that scarce commodity, time for teachers to work collaboratively.

RATIONALE

Results of Reform

In the wake of the 1980s wave of school reform stimulated by the National Commission on Excellence in Education's 1983 release of "A Nation At Risk," nearly every state in the U.S. has some form of legislation for improving schools. Forty-seven states have adopted statewide testing and accountability programs (Rothman, 1993). Major education reform legislation in some states has been favorably reviewed; described as ideal in demonstrating the need for balance between state accountability and local autonomy; and analyzed as producing gains in achievement test scores, better services for students, and higher salaries for teachers (Ginsberg & Berry, 1990).

However, the examination of the impact of reform should do more than list increases in test scores, salaries, and new programs. Consideration must be given to the organizational culture of schools. Reform should enable schools to become better places in which to work and learn. Over time, negative aspects of the organizational culture of schools, such as lack of common planning time, can devastate the teaching and learning process despite short-term gains, such as test scores, from reform efforts. How does it feel to be a teacher-member of schools where organizational culture is characterized by intense reform efforts?

The 1988 Carnegie "Report Card on School Reform: The Teachers Speak" described teachers across the country as extremely frustrated, indicating that in many instances morale had fallen as a result of reform. Teachers and principals reported feeling overwhelmed by the volume of reform mandates and desperate for policy adjustments that would facilitate change. The report asked, **"Why is it that teachers, of all people, are demoralized and largely unimpressed by the reform actions taken?"** (Carnegie Foundation for the Advancement of Teaching, 1988, p. 10). Educators generally feel that reform activities create excessive demands on their time and benefits are not clear (Ginsberg & Berry, 1990).

Results of a study of South Carolina teachers' perceptions of their working conditions, burnout, and the impact of reform were even more discouraging than the Carnegie report, with 60.3 percent of those surveyed reporting that they believed morale had declined. On an emotional exhaustion scale (feelings of being overextended and exhausted by work), South Carolina teachers' average score was 50 percent higher than the national average. More than 81 percent felt "used up" at the end of the work day; over 71 percent felt "emotionally drained" from their work; almost 60 percent felt "they worked too hard on the job;" and nearly 58 percent felt "fatigued" when they faced another work day. In interviews about working conditions and burnout, teachers reported feeling devastated by the cumulative time demands of curriculum mandates, testing, paperwork, and evaluation. Coping with those frustrations had many teachers (27.2 percent of those surveyed) planning to leave teaching before retirement (Ginsberg & Berry, 1990, p. 551).

Victoria Lytle in *NEA Today*, "Are you tired of being tired?" (1992),
states:

> Teaching has always been an exhausting profession, and efforts now underway to involve teachers more actively in school decisionmaking are making it harder to get everything done. Still, some NEA members

> are finding ways to make their days more manageable. (p. 4)

The National Education Association's (NEA) 1992 report, *Status of the American Public School Teacher*, documented that long hours are a fact of life for U.S. teachers who spend an average of 46.7 hours per week on teaching duties. Many teachers are spending significantly more time on school duties beyond the required work day. In the NEA job status survey (included in *Status of the American Public School Teacher*) of a cross-section of American teachers, more than 16 percent of teachers reported that heavy workload was the greatest obstacle to doing their jobs (Lytle, 1992). That is, classroom tasks and restructuring tasks combine to create schedules that have them on the run from morning to night.

School tasks often cut into personal time as teachers find it necessary to grade student papers late at night or to get up early to plan an agenda for a restructuring meeting after school. Recently a teacher shared this thought on the NEA School Renewal Network (a national electronic bulletin board and network): **"While becoming empowered is exciting and rewarding, I am beginning to wonder if all this 'empowerment' is going to lead to 'expirement'."** In traditional school organizations the lack of time to invest in teachers' planning for and implementation of reforms, as well as evaluation of results, inhibits significant change more than any other factor (Castle & Watts, 1992).

"It is teachers' time and energy that drive reform, and no matter how organizationally efficient or politically appealing, it is not going to work unless they think it makes sense" (Carnoy, 1990, p. 32). The restructuring movement provides opportunities for teachers to be true professionals, but professional decisionmaking responsibilities take time, placing severe demands on that precious resource and adding to already stress-filled schedules.

Kentucky Education Restructuring

For Kentucky teachers, the Kentucky Education Reform Act (KERA) has given educators the authority, as well as the responsibility, for improving educational practices within their schools. Tremendous amounts of energy are being invested into implementing various initiatives. One recent teacher interpretation of the acronym KERA that reflects a growing frustration was "Keeping Everyone Running Around." Yet teachers are also being reminded by their association leaders that "If there is not struggle, there is no progress" (Moorman, 1992, p. 2).

Since its public schools were declared unconstitutionally inequitable by the State Supreme Court in 1989 and the subsequent passage of the Kentucky Education Reform Act (KERA) in 1990, Kentucky educators have been immersed in reform activities. This ambitious plan is based on a philosophy of local decisionmaking, efforts to increase and equalize funding, and accountability with rewards and sanctions (Staub, 1992).

KERA includes new initiatives for school-based decisionmaking; development of new standards for student expectations; a statewide assessment program, that includes student performance, to measure the success of each school; increased provision of professional development opportunities to teachers; preschool education programs for at-risk four-year-old children; family resource centers and youth services centers in or near schools where at least 20 percent of the students qualify for free school meals; technology in education, with teacher computer training; a primary school program for levels K-3; and continuing education, including extended days, extended weeks, or extended years, for students who need additional time for instruction (Legislative Research Commission, 1990).

Time: The Critical Issue

Where is the reform movement taking schools and the teaching profession? Will time-pressured and overworked teachers eventually reach burnout? Or will new ways be found to structure the school day providing time for consulting and planning with colleagues for professional practice improvement or school reorganization? Many teachers are pitching in wholeheartedly because they believe reform efforts are important and they welcome professional responsibilities. However, findings from school reform studies, such as the Carnegie *Report*

Card on School Reform, indicate that unless effective strategies are developed for changing the way the school day is organized with a focus not only on teaching and learning time, but also on planning, staff development, and collaboration time, reform initiatives designed to meet new standards may be abandoned as impossible to implement. The creation of new educational standards requires reorganization of school schedules and the role of teachers to provide time for reform.

American education has never had national standards, and in their absence, many educators believe that the education system has emphasized low-level skill acquisition rather than problem-solving abilities and the application of learning to real-life situations. In 1991, President Bush announced the America 2000 strategy requiring the development of high standards and a national system of examinations to assist in reaching education goals established jointly by the nation's 50 Governors in 1989. The U.S. Department of Education has made grants to major professional and scholarly organizations for the development of voluntary national standards in different subject areas. Mathematics standards were completed in 1992 and others are scheduled to follow by 1995. As states legislate reform, local school districts are adopting the national standards in the hopes of raising the achievement of all students and ensuring equal educational opportunity (U.S. Department of Education, 1992).

Historically, teachers have been viewed as disseminators of knowledge, and students as passive, empty vessels to be filled. With the change in goals and standards, many teachers are attempting to change instruction. Students are now expected to formulate their own ideas rather than repeating what a teacher knows. Teachers are attempting to guide students through thinking, reasoning, and communication processes with peers and others in the context of more authentic applications of learning. In *Hands On*, "Teacher Development: Time to Think" (Fall 1992), Susan Russell states:

> We believe that teachers' progress in changing their classroom practice is closely linked to their experiences of investigating mathematics and scientific content for themselves. This approach to staff development is a relatively new one; it is based on a new view of the teacher's role. We cannot ask teachers to support children in becoming reflective learners, yet give teachers no time for reflection themselves. (p. 18)

Improving curriculum, creating programs for at-risk pupils, writing new forms of assessments, gaining community support for innovations, and other reform activities require many planning meetings by teachers after students are dismissed and into evenings and weekends. Time away from families often creates stress for teachers, who are predominantly women already holding a second "job" at home, with little available extra time. Parents of students must also be brought into the reform process as active participants, or the school has to substitute for lack of parent time and resources, requiring teachers to devote additional hours (Carnoy, 1990). The primary dilemma may be that school faculties are restructuring while they continue to keep schools functioning well for students. They are "building the airplane while still in the air" (Castle & Watts, 1992, p. 1).

How educators and others perceive time in the school setting has significant impact on reform. **The goals of schooling have changed, requiring the development of a whole new view of the teaching profession, not just the manipulation of schedules to fit more into them** (Wentworth, 1992). In the early part of the twentieth century the accepted use of clock-timers to "impose discipline and regularity in school" created the bell-ringing, 50-minute-period lock-step schedules of today's schools.

Rarely is there time in the typical school schedule for common planning among staff members or for staff development time away from the responsibilities of teaching and caring for the well-being of a group of students, making it inevitable that teachers work in professional isolation (Lewis, 1992). A 1988 survey of high school teachers *(High School and Beyond: Administrator and Teacher Survey)* found 46 percent spent less than one hour a month meeting with colleagues on curriculum and instruction (Moles, 1988).

Change often involves paradigm shifts that are difficult to conceptualize and require large investments of time for working through incremental processes. Researching, developing, and refining school goals; involving parents; formulating plans; receiving training; and exchanging ideas and experiences all require time for collaboration. Principals who attempt to create collaborative planning time confront the challenges of altering the traditional schedule and assuring that the planning time is used productively. They need access to resources to be able to help teachers identify alternate possibilities for structuring their planning time, such as time away from the school during the regular school day. Principals must foster productivity of groups without intruding directly in the joint planning meeting, perhaps through the definition of a school vision, consideration of grouping for meetings, and by reviewing meeting agendas or minutes (Prager, 1992).

Learning collaboration and other management skills is necessary for effective planning and decisionmaking. Teachers who have for years been isolated in classrooms are now being asked to collaborate with peers and other education stakeholders for instruction, curriculum development, and school governance, often requiring them to participate in new roles as mentors, facilitators, and coaches (Lewis, 1992).

The highest cost of reform seems to be the commitment of individual teachers. It is time to recognize that reform cannot be effectively carried out with limited resources during teachers' spare time (Castle & Watts, 1992).

Creating Time

Educators across the nation are testing strategies to help survive the time crunch and still deal with the overwhelming diversity of the needs of their clients—children, parents, and the community. **Time management** is helping some school faculties take on more responsibilities without diminishing their effectiveness as teachers or as family members.

"Industry Report" in *Training* magazine estimated that almost two thirds of U.S. organizations (other than schools) with more than 100 employees provided in-house time management training on company time (Quirk, 1989). Prioritizing and setting aside fears of neglecting their students, family, spiritual life, or health allow teachers to make time to become involved in site-based decisionmaking. Meeting more frequently for shorter intervals and using "the four Ds: drop it, delay it, delegate it, or do it" help organize agenda items by level of importance (Lytle, 1992, p. 5). Subcommittee work can take care of time-consuming details and involve more staff in making meaningful decisions about the operation of the school.

Another possibility for facilitating the implementation of reform mandates is the development of **community alliances**. These partnerships can provide chunks of time for teachers to plan collaboratively or attend staff development sessions while creating opportunities for community members to participate in and develop an understanding of schools. In turn, community members may become more willing to support school reform activities.

Successful alliances that can "create" time for teachers include mentoring programs in which business people and retired volunteers work with students; programs encouraging parents to serve as teachers sharing special talents with classes; service projects in which students work on a project with Parent Teacher Organization or other community supervision; and business partnerships in which employees are given time off from work to teach classes while teachers attend staff development. Changing the way students are mentored, taught, and supervised (to create time for teachers to meet) may also bring up issues of liability, requiring collaboration among schools, insurance companies, legal representatives, and community members (Wentworth, 1992).

In a chapter from *Student Achievement Through Staff Development*, called "Buying Time" (1988), Bruce Joyce and Beverly Showers also suggest creating time for teachers to observe and study various models of teaching and to participate in other reform activities by providing **alternative student activities** with appropriate supervision by volunteers,

itinerant teachers, administrators, or teacher aides. Students may do community service activities, peer mentoring for dropout prevention or remediation, and independent studies or research in the school library.

Teachers' work is the focus of many reform efforts. Therefore, strategies to facilitate school change should target problems in that area as they pertain to the local context. Strategies to reform inhibitors of improved teaching performance include **abandonment of some elements of an overcrowded, ever-expanding curriculum; acceptance of a realistic time frame for incremental change that allows for experimentation, followup assistance, and practice; and direct allocation of time for the purpose of the reforms**, as in common planning periods for teachers (Lewis, 1992).

To support teaching reform and the redefinition of work roles, there is a need for initiatives that would increase contact between teachers; expand opportunities for professional development; provide clerical aid; provide compensation for work beyond the school day; develop optional career strategies (as in mentoring); raise standards for entering teachers; change school organization to provide more individual attention to students; reduce teacher workload (especially at the primary level); and provide alternatives (such as sabbaticals) for developing expertise (Koppich, Brown, & Amsler, 1990).

In redefining teacher work roles there is the risk of prematurely casting reforms aside simply because policymakers, educators, and the public become critical of the necessarily slow pace of change. **"If it is true, however, that the crucial link in the education process is the relationship between teacher and student, then those who hope to restructure and reinvigorate schools must steer a steady course toward redefining the teaching career in ways that increase the effectiveness of teachers"** (Koppich, Brown, & Amsler, 1990, p. 6).

Conclusions

Inflexible school schedules and calendars, obsolete teacher job descriptions, and the traditional demands of teaching do not afford time for collaborative planning and extended staff development. Redefining the job description of teacher as professional decisionmaker capable of reflection and independent judgment may provide time for professional activities now dismissed as "noninstructional duties" and often not considered to be central to the teaching/learning process.

Essential to any effective solution is the recognition that restructuring requires a variety of supportive resources, technical and financial. Resources placed directly in the schools can equate to having the authority and ability to hire certified personnel to "cover" school duties. Technical resources are needed to enable teachers to set goals and have the know-how to achieve them effectively by converting objectives into clear-cut management decisions. Principals need training to be managerial change agents. In some areas, private nonprofit organizations are supplying such technical assistance because they value education in their communities and feel reform efforts need their support (Carnoy, 1990).

To adequately address the problem of creating time for support of reform in schools, consideration should be given to both individual and institutional needs; the local context; involving all stakeholders in decisionmaking; convincing policymakers of the need for professional time; using vision, mission, and goals to prioritize and focus the use of time; and deceleration--accomplishing more by doing less. **Time is crucial to reform, but "equally important is how time is to be used and who is in control of its use"** (Castle & Watts, 1992, p. 16).

FINDINGS OF THE STUDY

To begin a systematic study of out-of-school hours invested in mandated reforms by their colleagues, study group members developed "Time Expenditures by Kentucky Teachers on KERA Reform Initiatives, a KEA-AEL Survey." The survey was included in the May 1992 issue of *KEA News* and disseminated at various district KEA events between May and July of that year. All responses were returned to KEA and a consultant to AEL provided analysis assistance (see "Introduction" of this report). Computer analysis of the 376 responses to the survey provided descriptive statistic summaries (means, frequencies, standard deviations) for eight of the ten (two open-ended response items) survey items. Interactions with school level, teacher years of experience, and school enrollment were provided. Study group members clustered findings to report commonalities and differences; obstacles and recommendations; and innovative solutions. In addition, an analysis and summary were completed on the out-of-school time devoted to KERA reform activities by study group members as recorded on daily logs between early May and mid-October 1992. A third dimension of this study consisted of four interviews conducted with respondents whose surveys described effective methods of creating released time for KERA reforms.

The following clusters of data were based upon survey question similarities:

1. demographic data (questions 1-4),
2. extent of out-of-school hours spent on KERA and uses of this time (questions 5 and 6),
3. amount of released time received for KERA-related work and methods of providing release time (questions 7 and 8),
4. obstacles to finding time (question 9), and
5. other comments regarding time for teacher involvement in KERA reforms (question 10).

The following subsections discuss findings for the above clusters. The cluster questions are included here in abbreviated form (see survey included as Appendix B). Log analysis summary and interview findings follow as separate subsections.

Demographic Summary of Survey Respondents

This subsection examines data gathered in response to survey questions 1, 2, 3, and 4 relating to demographic information on educator respondents. Respondents provided information on (1) position in the school district, (2) level of school or level of responsibility of respondent (primary, intermediate, middle/jr. high, high school, other), (3) school enrollment, and (4) years of experience in education.

Responses to item 1 indicated that 92.8 percent of respondents were teachers, 2.1 percent school administrators, and 5.1 percent other, which included five counselors, nine librarians or media specialists; four support services personnel such as custodians, aides, and bus garage workers; and a

drug/alcohol program coordinator. (See Figure 1, page 13.)

Responses to item 2, level of school or responsibilities, indicated that 43.2 percent of respondents were primary level educators, 20.3 percent high school, 18.9 percent middle/junior high school, 15.7 percent intermediate, and 1.9 percent other levels. (See Figure 2, page 14.)

For item 3, school enrollment, responses revealed that the mean enrollment for schools of primary level respondents was 517.3 students, 493.0 for intermediate, 679.3 for middle/junior high, and 1,039.7 for high school. It appears that, as could be expected, high schools had the highest enrollment.

In comparing enrollment for respondents' schools (fewer than 500, 500-999, and 1,000 or more students), schools with enrollments between 500 and 999 had the highest number of respondents. (See Figure 3, page 15.) The mean enrollment for schools smaller than 500 students was 328.0 and there were 119 respondents in this category. For schools with enrollments between 500 and 999 the mean was 675.4 and 197 respondents fell in this category. For schools of 1,000+, an average of 1,391.7 students attended and 46 respondents worked in these schools. Respondents with 0-3 years experience reported a mean school enrollment of 793.8; 4-9 years, 524.4; 10-15 years, 596; 16-21 years, 674.7; and 22+ years, 695.7.

Item 5 revealed that few of the respondents (2.1 percent) had 3 or fewer years of teaching experience while 14.1 percent had 4-9 years, 13.8 percent had 10-15 years, 34.6 percent had 16-21 years, and 35.4 had 22 or more years experience. The majority of respondents were veteran educators, with 70 percent having 16 or more years in the field. (See Figure 4, page 16.)

Out-of-School Hours Spent on KERA Initiatives

Kentucky teachers have spent and continue to spend numerous hours outside of school time on various KERA-related initiatives. In survey question 5, respondents were asked to note the number of out-of-school hours they spent per month during 1991-92 on any of six KERA-related strands with space added for "other." Respondents could check any or all of these six strands:

1. primary program
2. assessment
3. school-based decisionmaking (SBDM)
4. educational technology
5. family resource/youth services centers
6. professional development

Responses were analyzed by respondent school level, years of career experience in education, and school enrollment for each of the six strands. The most notable findings from averaged responses are reported below by reform strand. In all sections, $\overline{X}$ equates to the mean or average of responses for that item.

The greatest amount of out-of-school time spent on KERA-related strands was reported for the primary school program (Mean number of hours per month [$\overline{X}$] = 9.37) followed by professional development ($\overline{X}$ = 5.84), assessment ($\overline{X}$ = 5.38), school-based decisionmaking ($\overline{X}$ = 3.51), educational technology ($\overline{X}$ = 2.68), and family resource/youth services centers (X = .66). (See Figure 5, page 17.)

When asked about hours spent on the **primary program**, 96.2 percent of primary school teachers responded reporting an average of 19.8 hours per month on the ungraded primary program, in its initial year of implementation as the survey was conducted. (See Table 1, page 18.) However, a standard deviation of 19.21 should be noted for variance of individual responses by primary level respondents to out-of-school time spent on the primary program. Teachers with between 10 and 15 years of experience reported spending the greatest amount of time ($\overline{X}$ = 11.6 hours monthly) on curriculum and instruction changes related to the primary program. Of note is the finding that teachers in schools with fewer than 500 students reported spending almost twice as many hours as teachers in larger schools—$\overline{X}$ = 13.87 hours compared to $\overline{X}$ = 7.82 hours reported by teachers in schools with 500-999 students and $\overline{X}$ = 2.10 hours by teachers in schools with more than 1,000 students. Of interest is the finding

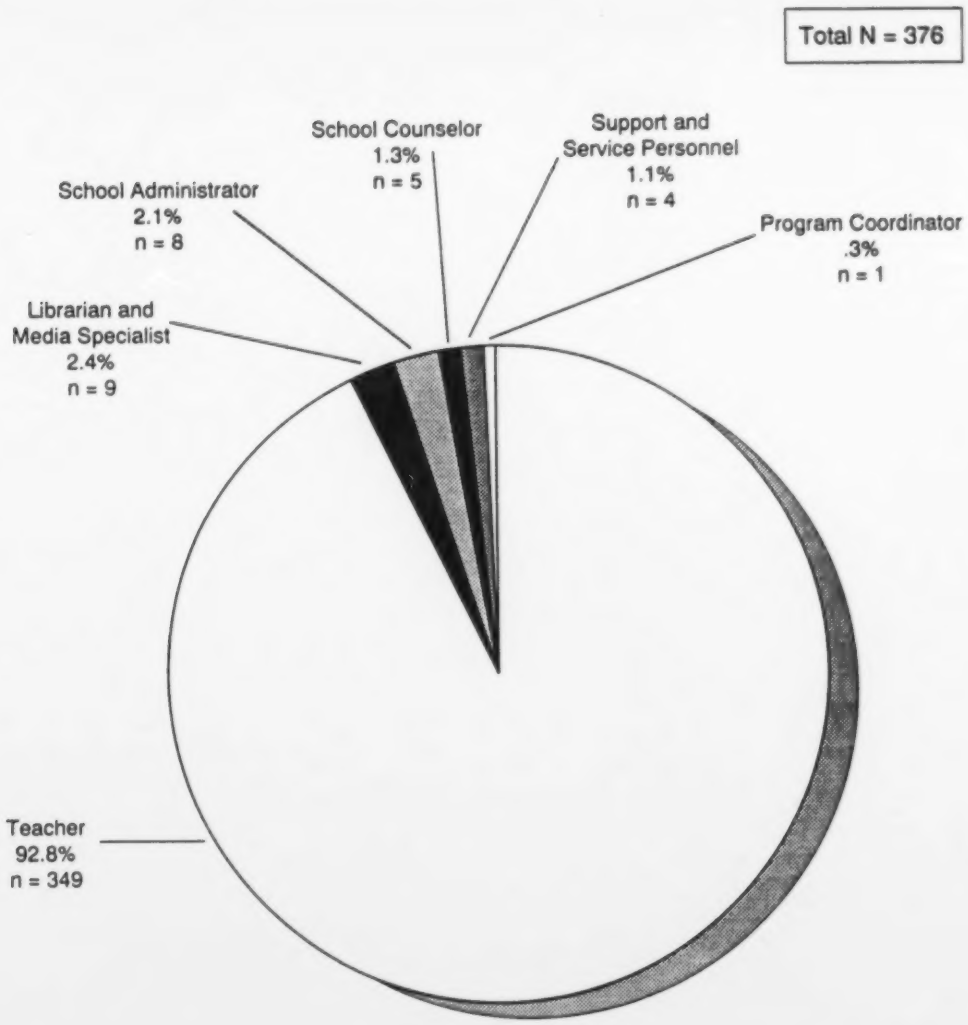

Figure 1. Percentage and Frequency of Respondent Position

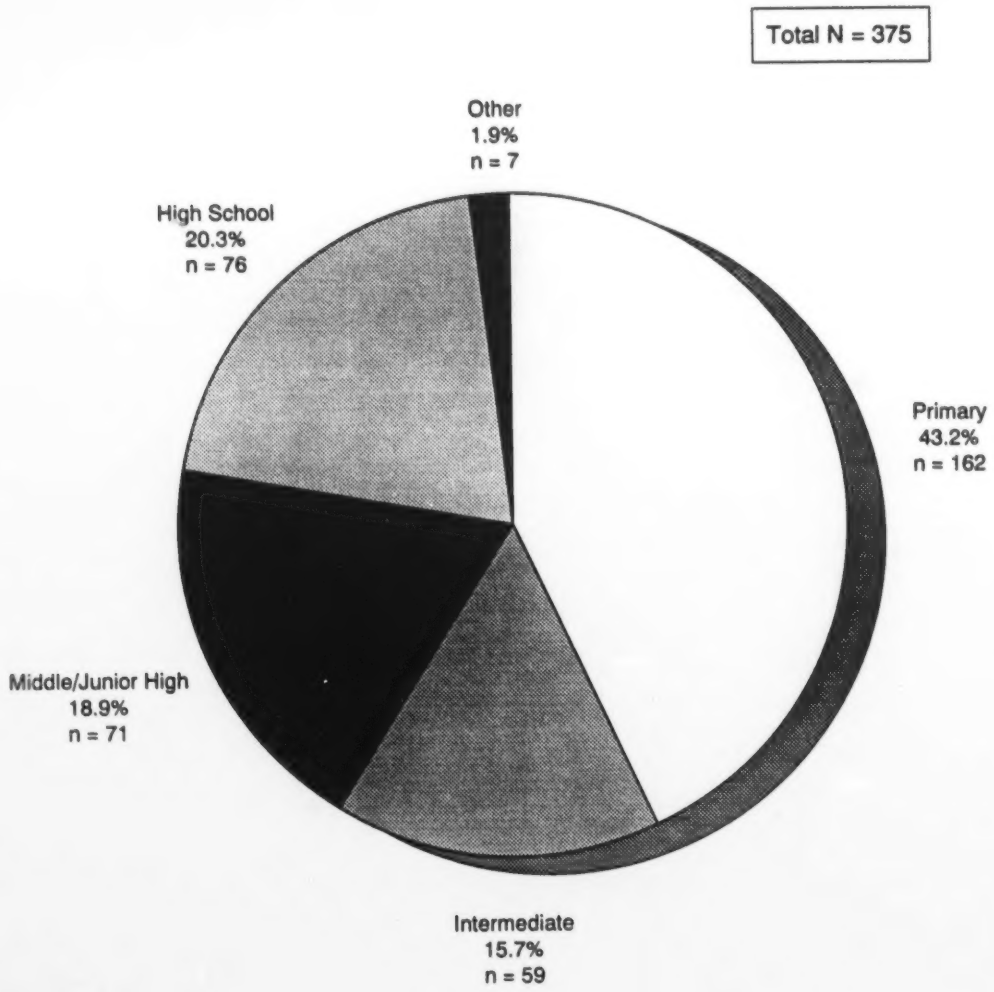

Figure 2. Percentage and Frequency of Respondent School Level

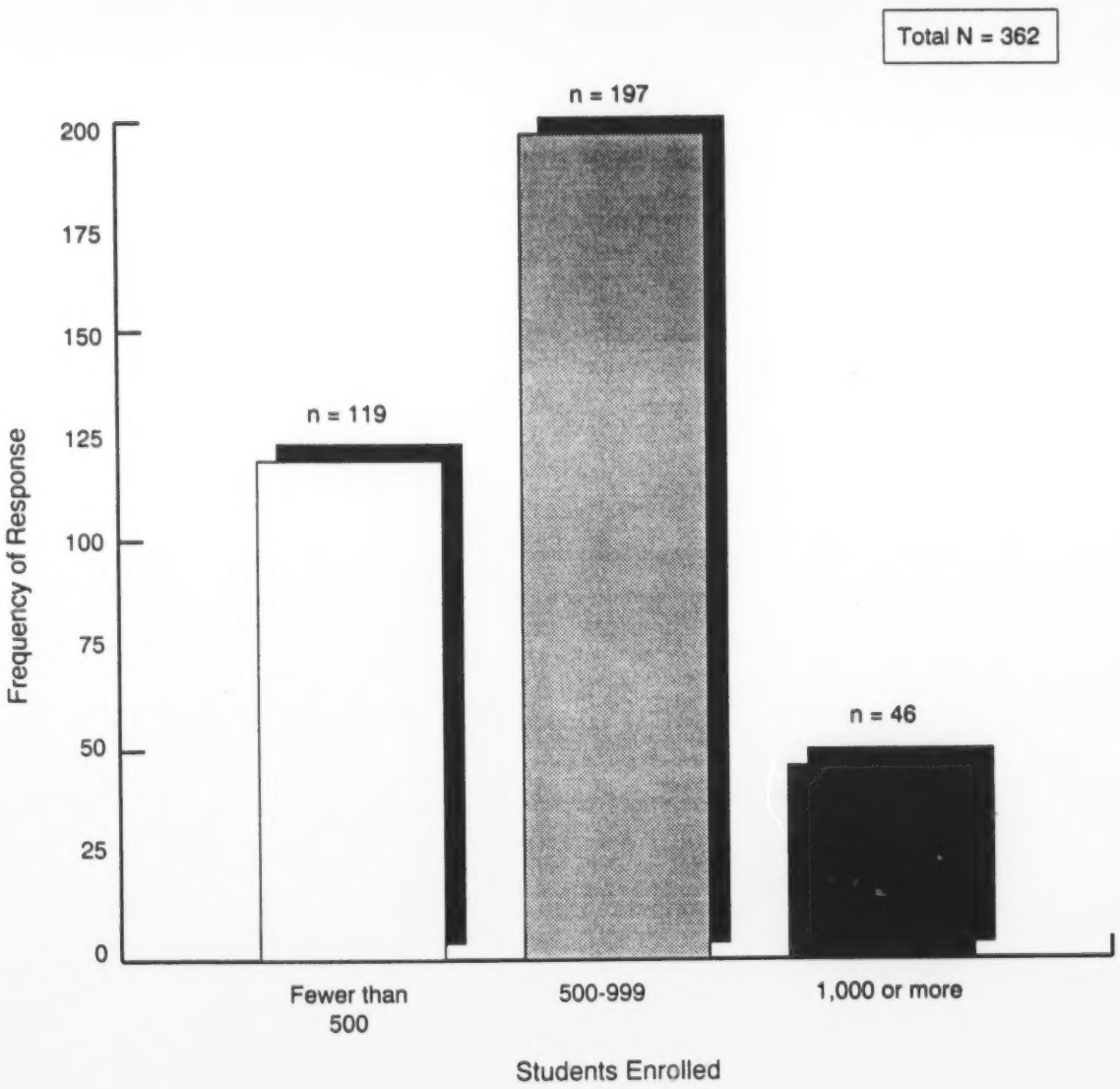

Figure 3. Enrollment in Respondents' Schools

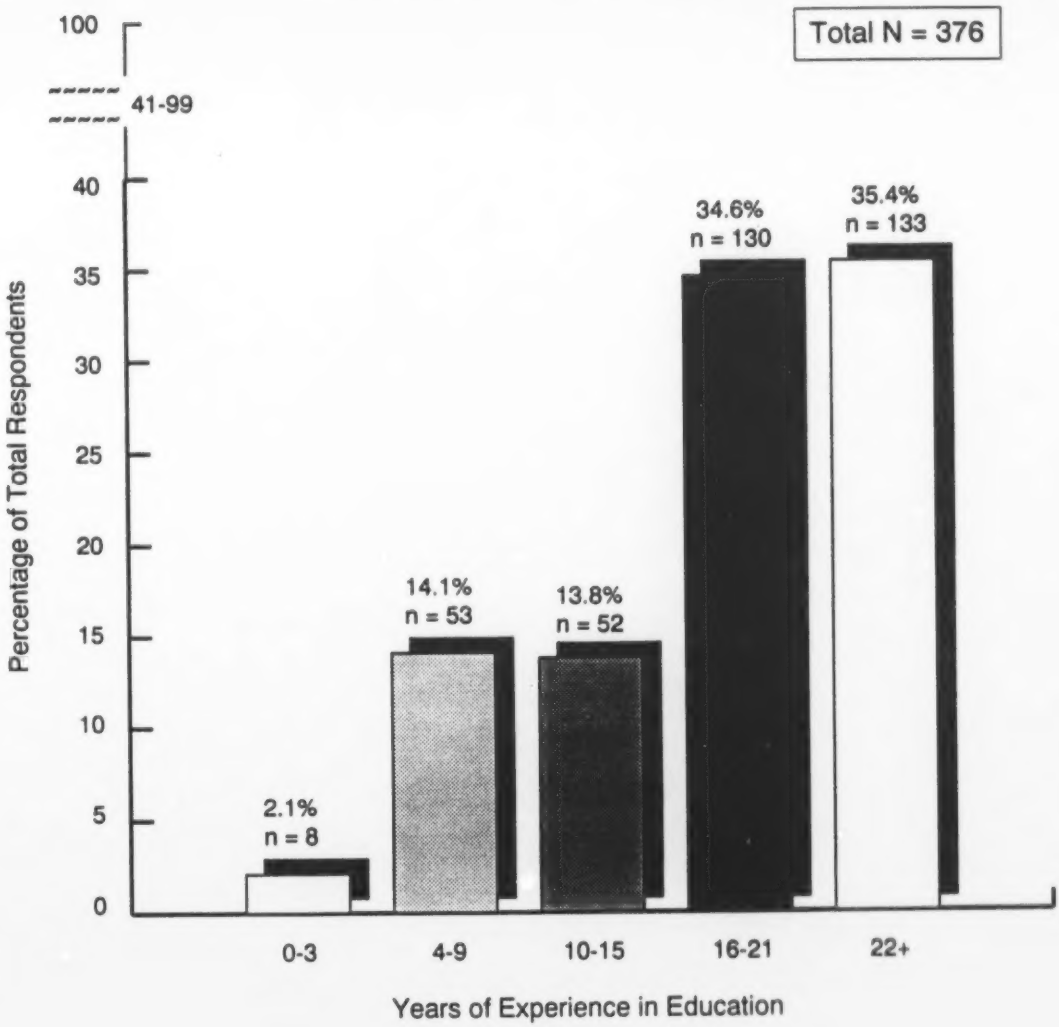

Figure 4. Respondent Years of Experience in Education

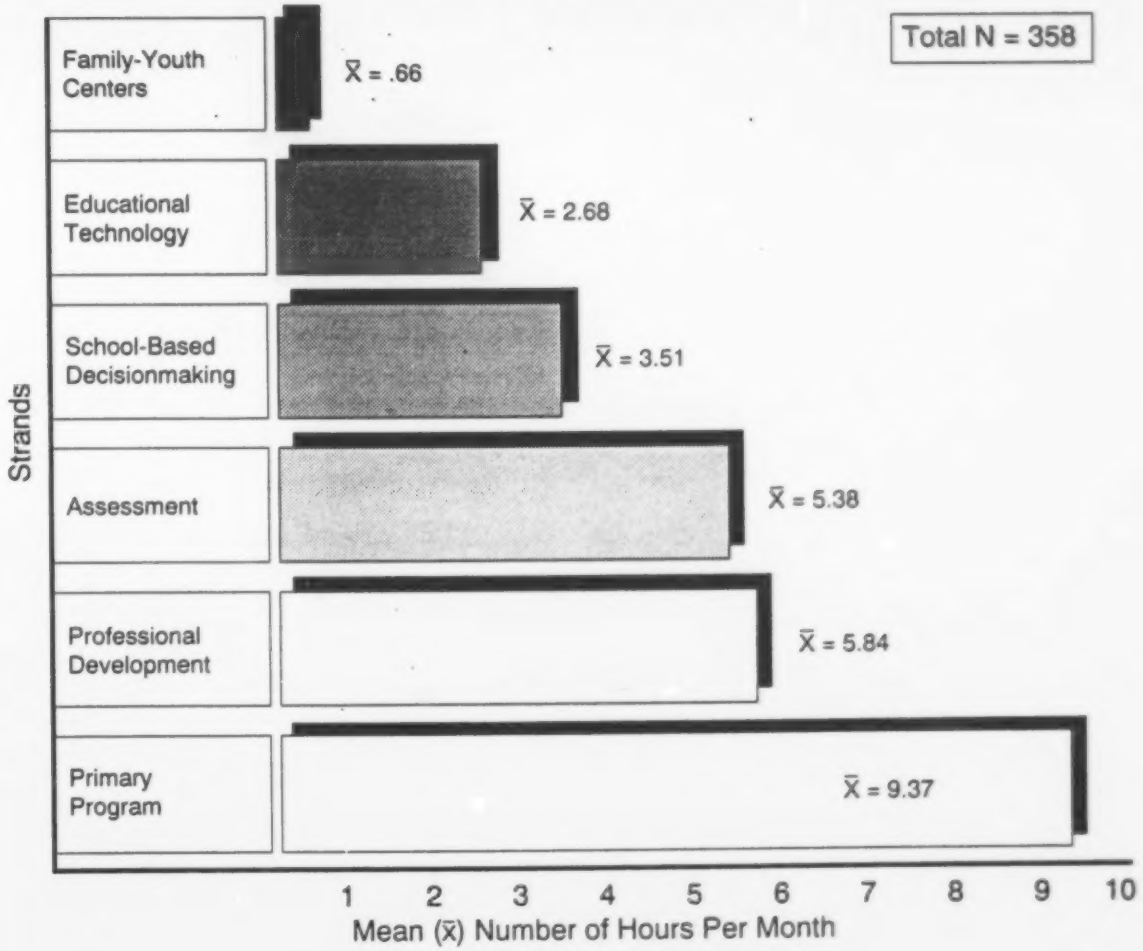

Figure 5. Out-of-School Hours Spent on KERA Strands per Month by All Respondents

Table 1
Mean Number of Out-of-School Hours Spent on KERA Strands Each Month by School Level of Respondent

School Level of Respondents	Mean ($\bar{X}$) Number of Hours Per Month by Strand					
	Primary Program	Educational Technology	Assessment	Family Resource/Youth Service Centers	School-Based Decisionmaking	Professional Development (Beyond required 24 hours)
Primary	19.83	2.22	3.24	0.15	3.27	5.14
Intermediate	1.18	2.55	9.16	1.53	4.05	8.51
Middle/Junior	.36	3.23	6.56	0.20	4.28	5.47
High School	.05	3.52	6.43	0.92	2.13	5.11

that teachers in other grade levels than primary reported spending time to learn about the primary program (intermediate $\overline{X}$ = 1.18, middle/junior high $\overline{X}$ = .36, high school $\overline{X}$ = .05).

More high school teachers (46.4 percent of all respondents) reported spending more hours ($\overline{X}$ = 3.52 hours) on **educational technology** than did teachers of other levels. (See Table 1.) Again teachers with between 10 and 15 years of experience reported spending the most time ($\overline{X}$ = 3.54 hours) on this KERA reform initiative as did teachers in schools with fewer than 500 students ($\overline{X}$ = 3.15). Teachers in other grade levels than high school were not far behind in the mean number of hours spent on educational technology (middle/junior high $\overline{X}$ = 3.23, intermediate $\overline{X}$ = 2.55, primary $\overline{X}$ = 2.22).

Intermediate level teachers reported devoting approximately one third more out-of-school time ($\overline{X}$ = 9.16 hours) to **assessment** changes, as Kentucky designs statewide learner outcomes and alternative performance tasks to measure student performance, than teachers of other levels (primary teachers $\overline{X}$ = 3.24 hours, middle/junior high teachers $\overline{X}$ = 6.56 hours, and high school teachers $\overline{X}$ = 6.43 hours). Fourth, eighth, and twelfth grade teachers were administering assessments to students in mathematics, science, social studies, reading, and writing while assisting students in the creation of writing portfolios, in the year of this study. (See Table 1) Once again teachers with between 10 and 15 years of experience described spending more hours ($\overline{X}$ = 6.17 hours) monthly on the KERA-related topic of assessment than did those of other levels of experience. Teachers in schools with more than 1,000 students reported the highest number of hours devoted to assessment changes ($\overline{X}$ = 7.38 hours).

Family resource/youth services centers, established in or near schools where at least 20 percent of the students qualify for free school meals, had begun a five-year phase-in throughout the state when the survey was administered. However, with partial staffing by social service agency personnel, teachers reported spending fewer out-of-school hours working in or to establish this reform initiative than hours spent on any other category. Only intermediate level teacher responses averaged more than one hour ($\overline{X}$ = 1.53 hours) per month on activities relating to the centers. (See Table 1) Teachers in schools with more than 1,000 students reported significantly more hours ($\overline{X}$ = 2.45 hours) invested in assisting or planning family resource/youth services centers than teachers in schools with fewer than 500 students ($\overline{X}$ = .74 hours) or those in schools with between 500 and 999 students ($\overline{X}$ = .21 hours).

More high school teachers (62.3 percent) reported spending out-of-school time on **school-based decisionmaking** (SBDM) than teachers at other levels. Yet these respondents indicated devoting fewer hours per month ($\overline{X}$ = 2.83 hours) to this reform effort than respondents from other levels (primary $\overline{X}$ = 3.27 hours, intermediate $\overline{X}$ = 4.05 hours, middle/junior high $\overline{X}$ = 4.28 hours). (See Table 1) While respondents indicated few differences in hours spent across years of experience, teachers in smaller schools (fewer than 500 students) reported spending more time ($\overline{X}$ = 3.76 hours) on planning and implementing school-based decisionmaking than did those of other levels.

Finally, more respondents across all levels checked **professional development** as a KERA-related topic to which they have contributed out-of-school time than any other topic. More than 60 percent of respondents of each level devoted time to this KERA reform with intermediate teachers reporting the greatest number of hours spent ($\overline{X}$ = 8.51 hours). (See Table 1) No significant differences were noted between teacher years of experience in reporting hours devoted to professional development. However, teachers in smaller schools again spent more time ($\overline{X}$ = 7.04 hours) per month on professional development than did teachers in larger schools.

One notable finding is the expenditure of more time on four of the six categories of KERA-related topics (primary program, professional development, school-based decisionmaking, and educational technology) by teachers in schools with fewer than 500 students. Also, among primary teacher respondents checking time spent on the primary program KERA initiative, a wide range of hours contributed was reported (standard deviation = 19.21). Only the primary program, at the time the survey was conducted, was receiving an average of more than 10 out-of-school hours per month by teachers.

In conclusion, educator respondents spent an

average of 33.85 out-of-school hours per month at the primary level, 26.98 hours per month at the intermediate level, 20.1 hours per month at the middle/junior high school level, and 18.86 out-of-school hours per month at the high school level on KERA-related activities. Those substantial commitments of personal time were in addition to the minimum six hours per day required in school of all teachers for instruction and supervision of students, preparation of lessons and materials, grading or assessment of student work, preparation of reports, conferencing with parents and supervisors, attendance at faculty meetings, performance of school duties and other responsibilities, etc. (For additional comparisons of time spent on KERA reform see Figure 7, page 23, in the subsection "Released Time Received During 1991-92 for Work on KERA-related Areas.")

How Time Was Spent on KERA

What did respondents do most frequently to implement KERA strands? Topping the list were participating in meetings and participating in professional development or training with 97.3 percent and 88.9 percent of respondents respectively checking these two items in question 6. Those reporting professional development activities ranged from 86.4 percent of intermediate level to 90.4 percent of high school level, yet little of the training was the responsibility of those who responded. The number involved in conducting training activities ranged from 15.7 percent for respondents in middle school to 28.8 percent for those in high school. (See Figure 6, page 21.)

Primary level respondents (88.8 percent) outnumbered all other levels in developing curriculum for their schools. The intermediate and high school level respondents reported being involved with curriculum at relatively similar percentages (55.9 and 57.5), but middle school involvement was somewhat lower with 48.6 percent checking curriculum development.

In the area of KERA-related planning time, primary level respondents again took the lead (80.1 percent). These findings may be due in part to the complete revamping of the primary program from a K-3, grade level system to a continuous progress model that may require long hours of study, planning, practice, and evaluation. Intermediate and middle school respondents were relatively close in reporting time spent on planning with 71.2 percent and 65.7 percent respectively. Among high school teachers 57.5 percent reported spending time on planning for KERA. One reason for the greater involvement of primary respondents may have been the implementation of the primary program during the time of this study.

Respondents having 10-15 years of experience outnumbered all other groups in involvement in five of six categories of ways time was spent. In this group, 98 percent participated in meetings, 75.5 percent developed curriculum, 77.6 percent spent time on KERA-related planning, 91.8 percent participated in training or professional development, and 26.5 percent conducted training activities.

School enrollment had little significance for this study of ways time was spent on activities related to KERA reform. For three of the activities surveyed (participating in meetings, leading/chairing groups, and participating in training or professional development), the range of percentages of total respondents checking those activities was very close (less than 3 percent) across the three categories of school enrollment (fewer than 500 students, 500-999 students, and 1,000+ students). Greater variance was found in the range of responses by category of school enrollment for the remaining three KERA activities. The smallest schools had the highest percentage of respondents in those three areas of KERA-related activities. Percentages of responses across levels of school enrollments ranged by 8 percent for conducting training activities, 24 percent for developing curriculum, and 28 percent for KERA-related planning.

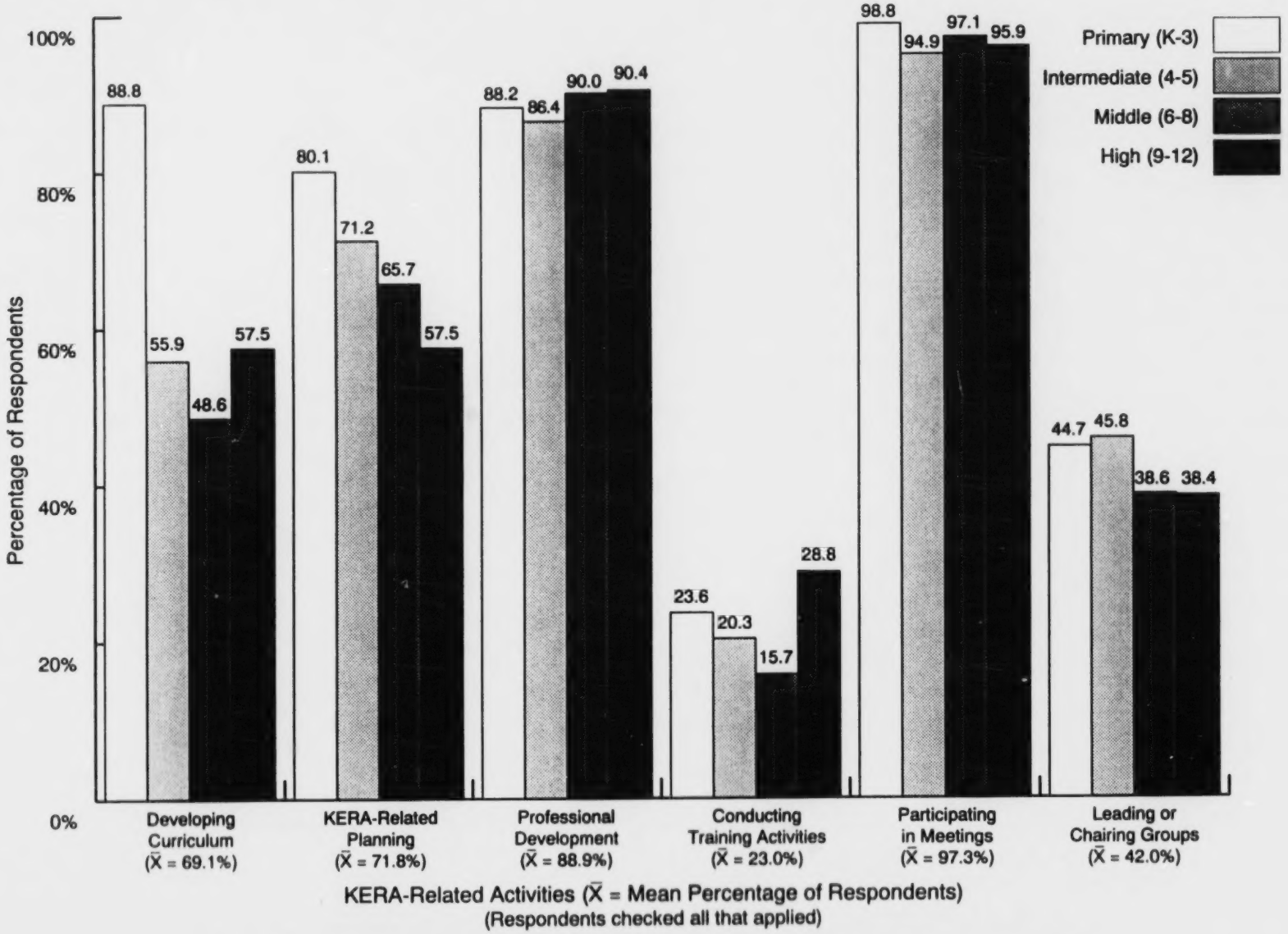

Figure 6. Percentage of Respondents that Engaged in KERA-Related Activities

Released Time Received During 1991-92 for Work on KERA-related Areas

Comparing total hours spent on KERA-related activities with actual released time provided for teachers reveals that the majority of time spent on KERA has been outside regular work hours and that very little time has been provided during the school schedule. (See Figure 7, page 23.)

The mean number of days provided for released time to address KERA-related initiatives, as reported for question 7, was 1.65 for all respondents. High school teachers reported receiving 2.07, primary 1.7, intermediate 1.45, and middle/junior high 1.26 days. Some high schools were able to provide additional released time to score portfolios during the time of this study, the first year for statewide implementation of portfolio assessment. Primary teachers were occasionally given released time for training and observing implementation of the primary program in some schools.

Estimates of out-of-school time spent monthly on KERA activities were recorded in response to question 5 for six areas: primary program, educational technology, assessment, family resource/youth services centers, school-based decisionmaking, and professional development. The mean number of out-of-school hours spent for all six areas of KERA-related activities on a monthly basis can be summarized for each level of respondent as follows: primary—33.85 hours, intermediate—26.98 hours, middle/junior high—20.1 hours, and high school—18.86 hours.

To estimate the number of out-of-school hours contributed for the school year, a multiplier of nine was used for the nine-month 1991-92 school year, resulting in the following figures: primary—304.65 hours per school year, intermediate—242.82 hours, middle/junior high—180.9 hours, and high school—169.74 hours per school year. Note that these figures do not include summer planning, meeting, or staff development training time outside the school year.

To compare days of released time provided and hours worked outside the school day for the school year 1991-92, the number of days provided in released time was multiplied by six, the minimum number of hours required in the work day (Kentucky Department of Education, 1992). The resulting figures compare hours worked on out-of-school time for KERA-related activities versus hours of released time provided for work on KERA-related activities: primary—304.65 hours worked outside school time versus 10.2 hours released time provided, intermediate—242.82 hours worked versus 8.7 hours released time, middle/junior high—180.9 hours worked versus 7.56 hours released time, and high school—169.74 hours worked versus 12.43 hours released time provided. (See Figure 7.)

Examining the variable of years of experience showed that respondents with between 16 and 21 years received the highest number of released days (1.85). It is possible that more experienced staff were more aware of professional days or other avenues for obtaining released time, were more likely to take advantage of opportunities provided, or may have been assigned more often by their superiors to attend required training.

Schools with an enrollment of 1,000 or more students received 2.33 days of released time compared to 1.85 days for schools with fewer than 500 and 1.37 days for schools whose enrollment was 500-999. Smaller schools and districts may have had less access to substitute teachers or fewer contracts negotiated for professional days and less staff development offered.

How Released Time Was Provided in Schools

When asked in what ways, if any, their faculty or administration had provided released time for teachers to meet on KERA-related activities, respondents checked items on a list of methods for releasing teachers to plan and/or described other innovative methods. Eight response options were listed for question 8: shortened school day, reorganized school day schedule, modified teacher schedules (e.g., team planning periods), administrator covered classes, colleagues covered classes, parent or other volunteers substituted, substitute teachers hired, and a four-day week created. (See Figure 8, page 24.)

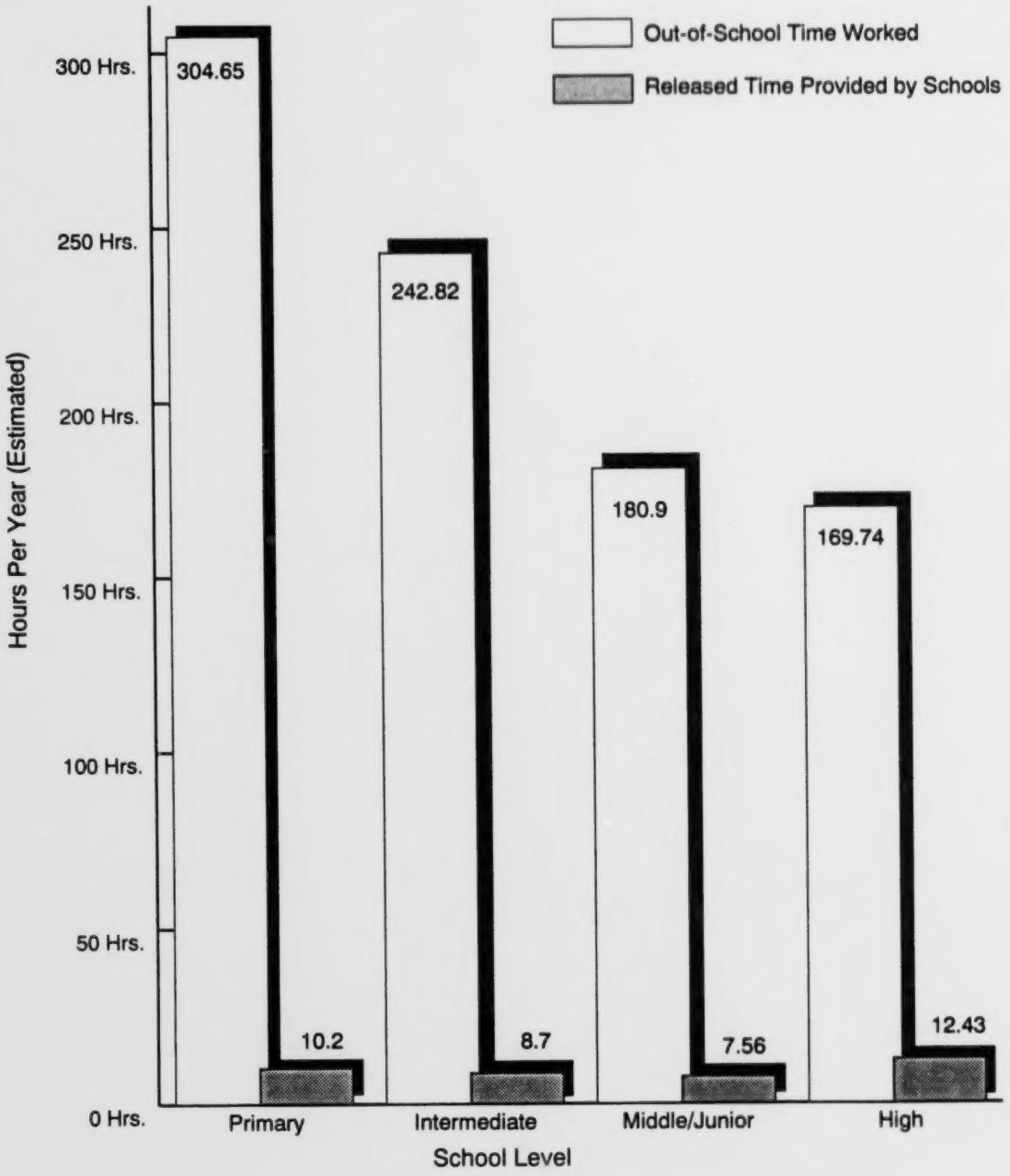

Figure 7. Out-of-School Time Worked versus Released Time Provided by Schools for KERA-related Activities

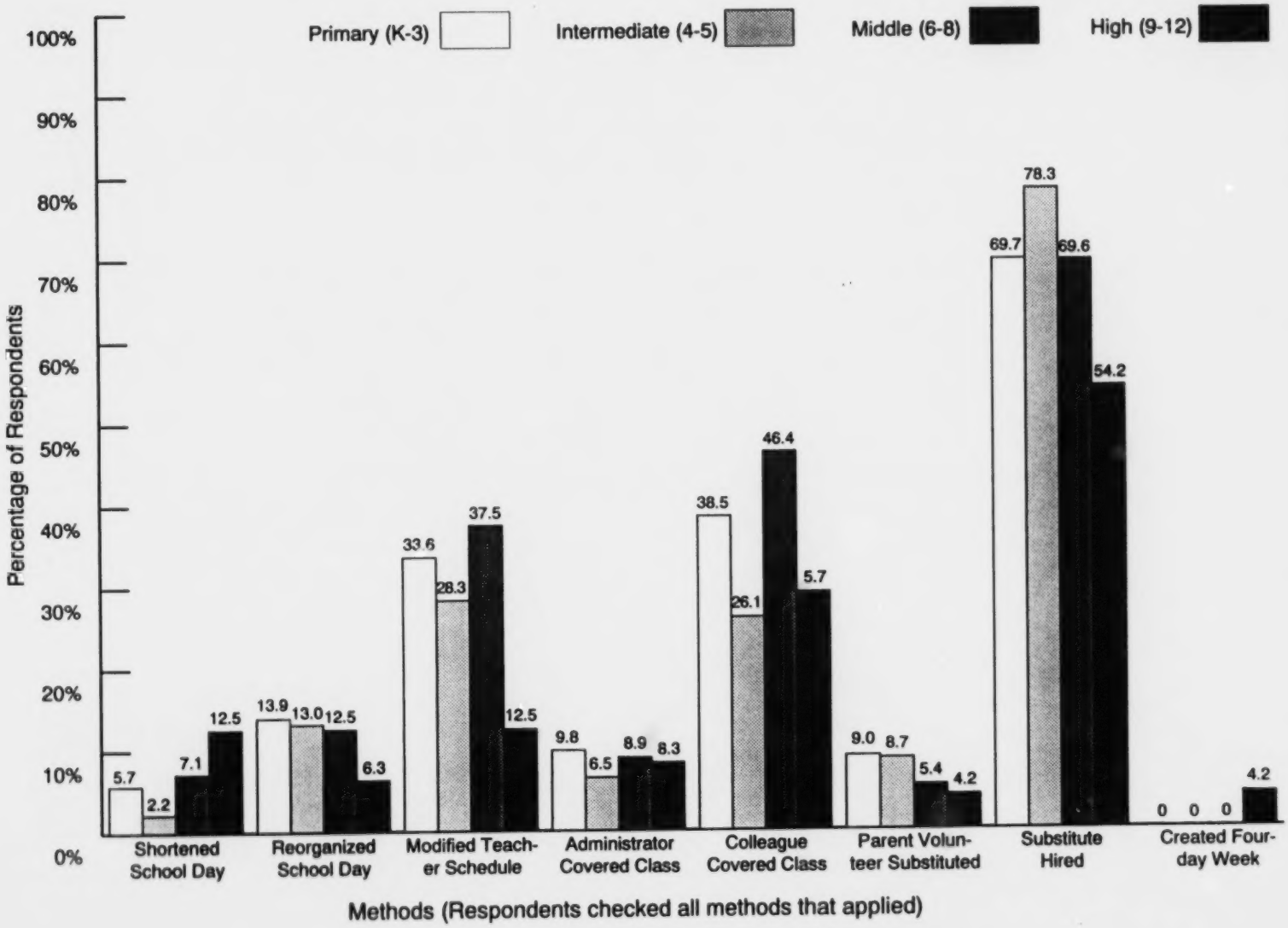

Figure 8. Creating Released Time for KERA-related Activities

Results of the survey showed that high school respondents reported the highest percentage (12.5 percent) of **shortened school days** for KERA-related activities. Only 5.7 percent of primary respondents checked this option. The more experienced teachers reported participating in shortened school days more often (7.9 percent of teachers with 10-15 years of experience, 6.7 percent of those with 16-21 years, and 7.4 percent of educators with more than 22 years of experience in contrast to 0 percent of teachers with 0-3 years and 2.7 percent of teachers with 4-9 years experience). There was no significant difference by school size.

In the category of **reorganizing the school day schedule** for KERA-related activities, primary respondents' schedules appeared to be more flexible than those of secondary teachers with 13.9 percent checking this item as compared to 6.3 percent of high school respondents. Years of experience held little significance. Schools with fewer than 500 students used this method most frequently with 19 percent of these respondents checking "reorganized school day schedule."

Modifying teacher schedules, as in team planning, was the third most frequently checked option. Faculties in schools of all levels appeared to use this method of providing planning time for KERA-related activities to some extent. Middle/junior high school respondents recorded 37.5 percent, primary—33.6 percent, intermediate—28.3 percent, and high school—12.5 percent. Again, the 16-21 years of experience group checked "modifying teacher schedules" most frequently (40.4 percent). More respondents from schools of fewer than 500 students reported use of this option (36 percent) than respondents from schools of any other size.

The results of this survey indicated a low response to **administrators covering classes** for KERA-related activities. Teachers may have used professional days and covered each others' classes, or regular inservice days may have been used for KERA initiatives. Additionally, administrators have been required to take on KERA-related job responsibilities which leave little time during the school day to cover classes. Among primary respondents, 9.8 percent checked this option, while 8.9 percent of middle/junior high school, 8.3 percent of high school, and 6.5 percent of intermediate level respondents did similarly. Respondents with 10-15 years of experience marked this method of securing planning time most frequently (13.2 percent), and schools with enrollments of fewer than 500 used administrative coverage more often (13 percent) than larger schools (6.3 percent).

Colleagues covered classes at the middle/junior high school level for 46.4 percent of respondents, followed by primary (38.5 percent), high school (29.2 percent), and intermediate (26.1 percent). Once again, a larger percentage of teachers with 10-15 years of experience checked this option (44.7 percent), as did more respondents from the smallest schools (44 percent).

The use of **parent or other volunteer substitutes** related to released time for KERA activities was low. State law requires that a licensed professional accompany any nonprofessional while supervising groups of students, so this alternative may not have provided a viable alternative for releasing teachers. The 1992 Kentucky Revised Statute § 161.044, subsection 5, states: "Within provisions established by the State Board for elementary and secondary education, local districts may utilize adult volunteer personnel in supplementary instructional and noninstructional activities with pupils under the direction and supervision of the professional administration and teaching staff." (p. 411) Therefore, volunteers can assist with the supervision of children in the classroom while a teacher in the same room conducts individual or small group assessments, for example. Respondents checking this method ranged from 4.2 percent at the high school level to 9.0 percent at the primary level. There were no significant differences in responses across school enrollments or years of experience.

A large percentage of respondents in each school level indicated **hiring substitute teachers** to cover classes to provide time for KERA-related activities. Intermediate respondents led the way with 78.3 percent reporting use of this option while primary followed with 69.7 percent, middle/junior high 69.6 percent, and high school 54.2 percent. There were few differences among responses by years of experience or by school enrollment.

Of the 277 total respondents to the question of

creating a four-day week, only two high school educators indicated using this option to free teachers for KERA-related activities. Both of those had 22+ years experience and were employed at schools with enrollments of 500-999.

In order of response frequency, Kentucky schools most often (1) hired substitutes, (2) arranged for classroom coverage by colleagues, and (3) modified teacher schedules to provide time for KERA-related activities. Methods least likely to be used were parent volunteers, administrator coverage of classes, and creation of a four-day week.

Obstacles to Finding Time to Plan for KERA-related Changes: Responses to an Open-ended Question

Survey respondents were asked in question 9 to identify the greatest obstacles encountered by their school faculty or themselves to finding time to plan for KERA-related changes. Responses (376) to the question were analyzed for emergent categories. Respondent answers fell into categories related to: (1) school time, (2) overall time concerns, (3) money, (4) cooperation, and (5) workload.

School time. In regard to school time, responses indicated an overall shortage of time within the school day schedule. "Having no time with co-workers away from students" was a frequently mentioned obstacle. Having too many demands on school time in relation to the amount of work expected was a particular concern of the primary teachers. "There is no time given to free you for the extra work involved" was a common statement.

Overall time concerns. The majority of survey responses related to time concerns. In particular, teachers were stressed by the conflict between their professional responsibilities and their personal lives. "Some do not realize we must take time for our own families. We simply can't stay until five, return for evening meetings, then grade and evaluate written work, plus be with our own families." This statement reflects the frustration expressed by many teachers about the amount of additional time required daily to do their job and the resulting interference in and competition with time for family life.

Another widely expressed concern was the inability to find planning time. KERA-related activities such as the primary program and assessment, have increased the need for instructional planning time. Combined with other school duties, such as bus or hall duty; volunteer duties, such as tutoring or textbook selection; and extracurricular activities, such as science / social studies fairs, the arts, and athletics; these devourers of time leave little for planning future reform activities. Another respondent cited "our staggered school day schedule" as a major problem.

Respondents expressed doubt that the time they have already spent on planning for reform activities has been sufficient, because they believe that KERA was enacted too quickly with too many new programs mandated at once, and results were expected too soon. They felt that adequate time was not provided for effective planning, implementation, and evaluation of the success of KERA programs in meeting Kentucky's Valued Outcomes. "Too much was expected the first year!!!" The following obstacles to success were noted: "the anxieties of parents who are demanding answers before enough time has elapsed to develop a feel for the new program" and "having a time besides meetings to work on what we are actually going to do with our students."

Money. Survey responses referring to money as an obstacle fell into two categories: funding for released time and compensation for out-of-school time requirements. Respondents reported that released time during the school day could not be provided due to lack of funding for substitutes. In addition, teachers often were not willing to voluntarily commit extra out-of-school time for planning. This was due to the lack of compensation for hours of work required beyond the school day on reform activities such as meetings, staff development, extended school programs, and assessment. "No pay" and "not enough released time" away from the care of students were frequent responses to the question about obstacles to finding time to plan for KERA-related changes. Yet some teachers were dismayed at having to leave their students for observations of

or training in new programs. "It's difficult to be out of the classroom frequently; students seem to lose ground." "Within the school day, it is hard to really get away long enough to accomplish anything and you know that while you are out of the room there is little learning going on." "As a demonstration school for technology, we are constantly under a barrage of visitors, which does interrupt the educational process."

Cooperation. "Resistance," "lack of support," and "working against" were impressions reported by respondents in regard to the leadership role of their administrators. Teachers perceived administrators' lack of support as a major obstacle to KERA reform implementation. A principal's remark that "Forty minutes a day was plenty of time for a planning period" was perceived as showing a lack of support for the amount of work required by KERA reform.

Many respondents reported that faculties were unable to meet as a group because of various committee responsibilities held by individuals. Conflicting schedules were cited as preventing common planning time and as hampering cooperation among staff members: "It is very difficult to coordinate/plan with two or three other people." "Too many committees, hard to get all parties free at the same time." Lack of cooperation among teachers was illustrated by this quote: "Finding a time when everyone can stay after school to work. Some will stay, others will not, and we can't make them. It's just not fair."

Frustrations with cooperation at the state level were illustrated by the statement that "The state does not distribute information about KERA in a timely fashion. Neither has it set in place a planning calendar. Often training and information are piecemeal." Lack of cooperation at the district level was exemplified by these statements: "My fourth grade colleagues and myself presented a written request for a substitute in April to assess writing portfolios. No response was made to us." "There is a lack of central office and building level administrative cooperation for meeting training needs with consideration for teacher's personal lives and mental health." One respondent revealed frustration with a lack of cooperation in this situation: "I'm at three primary schools with no released time for planning."

Workload. Workload was also mentioned frequently by respondents as an obstacle to KERA reform efforts. Low morale among teachers because of work overload has resulted in resistance by some faculties to invest in extra time to meet and plan: "Everything at once: KERA, Primary Program, meetings, meetings, meetings!" "There seems to be so much paperwork on top of old paperwork." "Too many committees, not enough hours in the day—too many changes that do not seem to benefit children and their needs; too much paperwork." "The many duties of a classroom teacher are compounded by the needs of implementing a new multiage program—without a classroom aide." "The workload is incredible and overwhelming." "Teachers are experiencing overload because no time has been freed up for us to do this—we're expected to do it on our own time." "Hard to keep up with day-to-day teaching duties and learn new KERA-related things."

Other Comments and Recommendations Regarding the Time Needed for Teacher Involvement in KERA School Reforms: Responses to an Open-ended Question

When asked in question 10 to list any other comments regarding the time needed for teacher involvement in KERA school reforms, 280 of 376 respondents replied with comments that were analyzed for emergent categories of similarities. Categories of responses included (1) effects on family and personal commitments, (2) positive attitudes toward KERA reform, (3) the need for common planning and collaboration time, (4) concern about the short time frame for implementation and evaluation of results, and (5) suggestions for relieving time pressures of KERA-related activities.

Personal Concerns. A frequently mentioned concern about the time needed for teacher involvement in KERA school reforms was the effect of additional time requirements on family and personal commitments. One respondent wrote: "I feel

that something is seriously wrong with a working environment when teachers experience such difficulty in arranging medical and personal appointments during after-school hours...To make the reform workable, a school district must have educators who are not physically and mentally burned out trying to balance all areas of their lives."

Positive attitudes. Positive attitudes were expressed by many respondents, yet responses still exhibit frustration: "This plan could be wonderful. I'm excited! However, it gets beat out of you!" "We are creating a new curriculum that takes much time and energy! We need help! We need money! We need support! We need time! Don't burn us out and say it failed. We believe in it!"

Need for time. Respondents suggested areas where more time was needed: collaboration and planning for teaching teams, committees, and full faculties; training for implementing new initiatives; and individual planning. Time to plan was the most frequently mentioned need and was listed twice as often as time for training. Several respondents indicated that they had received training in how to implement the new programs, but that they needed more time to meet with colleagues to prepare for implementation: "Teachers need unencumbered time in order to plan effectively—especially long-range plans." "Teachers must have released time to develop the curriculum and to grade portfolios. KERA will not succeed if teachers do not have time to do the work." "If we are expected to team teach, then we must be given time to plan and be paid for it." " A whole day at our school each quarter to set up centers and curriculum is not asking too much." "We must have time when we can work together to coordinate efforts—so the left hand will know what the right hand is doing."

Implementation time frame. Respondents repeatedly indicated that they were being asked to make too many changes within a short time frame. One teacher wrote: "Too much, too soon! New report cards; new materials to make; new thematic units to develop; no basal readers; whole language; trade books; new approaches to spelling, grammar, writing, social studies; cooperative learning; room arrangements—primary teachers are stressed out!"

Recommendations. Suggestions for relieving the time pressure varied. The four most frequently mentioned suggestions in order of frequency were (1) providing released time; (2) paying teachers for time worked beyond the school day/year; (3) adding noninstructional days to the school calendar, especially in the summer; and (4) shortening the school day or week in order for students to provide time for teacher training, planning, and meetings. Other suggestions included providing an assistant or aide for each team of teachers to assist with clerical work and other duties, mandating planning time in elementary schools, employing additional resource teachers to help meet learning needs of students, and using the five professional development days which are available to local districts for KERA-related activities. Some respondents suggested using the five days at the beginning of school to prepare for implementing new programs required by KERA.

The October 1992 issue of *KEA News*, "KDE Clarifies Use of Flexible Professional Development," reported that the Kentucky Department of Education issued an advisory in September in which Education Commissioner Boysen announced that all professional development days that were part of the school calendar could be organized in a flexible format, including any of the optional five days granted by the state legislature. However, school districts were required to provide (Department) approvable training on designated inservice days. School-based decisionmaking councils could also plan professional development activities prior to the beginning of school for scheduled inservice days.

Innovative Methods of Providing Time for KERA Initiatives

In this study of time spent on Kentucky education reform activities, Kentucky school personnel echoed many of the same concerns reported in the 1990 South Carolina Educational Policy Center study on school reform and the 1988 Carnegie Foundation *Report Card on School Reform: The Teachers Speak* (see Rationale).

Based upon the voices of these Kentucky educators implementing KERA, the state's policymakers should begin to listen to teachers and principals in

their schools and implement policies that will improve the school culture and working conditions. In *Kentucky Teacher*, "Going for the Goals: Strategies that Help Students Achieve Reform's Goals and Valued Outcomes" (1992), some Kentucky superintendents were reported to have provided effective leadership by giving direction to principals, teachers, and staff and by communicating regularly with the community about education reform progress (p. 3).

Superintendents can promote positive, productive change strategies by allowing room for making mistakes and fixing them as a team. One of the most important change strategies mentioned by the Kentucky superintendents was preparation of staff. Teachers and principals need training in specific school and curriculum initiatives, as well as in the change process itself. Training requires large investments in time and resources, resources which must come with legislative mandates.

In the recent report from the National Governors' Association, *Redesigning an Education System: Early Observations from Kentucky*, Jane David describes KERA implementation. "Professional development...is fundamental to the successful implementation of KERA. Most teachers and administrators are open to change but lack the knowledge and skills—and the time and opportunity to acquire them—to meet the increased demands and responsibilities of their jobs under KERA" (1993, p. 6).

Communication is another vital aspect of reform that superintendents can facilitate by seeking input, informing the public and the school personnel who deal most closely with them, and gathering feedback. Parents need to be made aware of reform activities in order to emphasize their importance and encourage their children's learning efforts at home (Kentucky Department of Education, 1992).

> Grassroots understanding of KERA lags behind that of state leaders and experts. Roughly one-third of the population has heard of KERA and one-third of those know something about it...Those familiar with KERA tend to know only one piece—for example the primary program or the family resource center. Support is strongest for school-based decisionmaking andaccountability and weakest for the new assessments and the primary program, reinforcing the finding that few people see KERA as an interconnected whole. Teachers are the public's main source of information about KERA. This suggests that their support is critical to gaining widespread public acceptance for the reforms. (David, 1993, p. 7)

Meanwhile, some Kentucky teachers and principals have devised effective methods for generating positive school culture, good working conditions, and the time needed to work on reform activities effectively within their own schools. The four interviews by study group members described here were conducted by telephone or in person as a followup to survey responses or as a result of personal knowledge of school activities. Methods used to provide time for KERA-related activities in four individual schools are described: (1) Willard Elementary School, Perry County; (2) Mannsville Elementary School, Taylor County ; (3) Arlington Elementary School, Fayette County, Kentucky; and 4) a Scott County elementary school.

Results of Interviews

Willard Elementary School

Willard Elementary School has provided time for collaborative planning by changing the school's daily schedule. In August 1992, the Perry County Board of Education approved the school plan and the superintendent forwarded it to the state department of education where it was approved for a one-year trial period.

Through the efforts of the school-based decisionmaking council, 30 minutes were added to instructional time on four weekdays. The daily hours for Tuesday through Friday are now 7:30 a.m. to 3:30 p.m. Every Monday at 12:15 p.m., students are dismissed and teachers team plan and carry out committee work for school-based decisionmaking until 2:30 p.m. The student week still totals 30 hours, the same as in other Perry County schools. Additionally, teachers of multigrade blocks (K-1, 2-4, 5-6, and 6-8) have common planning four times per week.

The teachers also agreed to contribute three days without stipend for planning during the summer for which they receive professional development credit. The staff trained themselves on performance-based assessment after observing a demonstration.

The Willard Elementary curriculum focuses on Kentucky Valued Outcomes only, so time is not wasted on teaching extraneous subjects. The centerpiece of Kentucky's education reform effort is a vision of what students should know and be able to do as a result of their school experience. Expectations for students are set forth as the six learning goals of KERA. These goals led to the development of 75 valued outcomes that characterize student achievement of the goals.

The six learning goals of KERA are:

- Students shall be able to apply basic communication and mathematics skills in situations similar to what they will experience in life.
- Students shall develop their abilities to apply core concepts and principles from science, mathematics, social studies, arts and humanities, practical living studies, and vocational studies to what they will encounter in life.
- Students shall develop their abilities to become self-sufficient individuals.
- Students shall develop their ability to become responsible members of a family, work group, or community.
- Students shall develop their abilities to solve problems both in school and in a variety of situations similar to what they will encounter in life.
- Students shall develop their abilities to connect and integrate knowledge from all disciplines into their own knowledge bases.

Teachers at Willard do not write lesson plans. Instead, they use a weekly list of activities correlated to valued outcomes. Some use a wall matrix with color coding of each nine-week period that shows goals on the vertical axis and core concepts on the horizontal axis. Through waivers from the school site-based decisionmaking council, teachers were able to devise their own report cards (excellent, proficient, or needs help, with no letter grades), set maximum class size, develop performance assessments with nine-week reporting instead of six-week, and create thematic units to replace basal texts.

The school reorganized around multigrade blocks of K-1, 2-4, 5-6, and 6- 7-8 with a total enrollment of approximately 357. Each block instructs and simultaneously assesses the same thematic unit through collaborative teaching and planning. All teachers use cooperative learning with their thematic units, and the teachers within each block decide how to implement the strategies. Chapter 1 funds provide extra services to students through the classroom collaboration model in which Chapter 1 and regular classroom teachers work together to assist learning in the classroom. Parent volunteers tutor, duplicate materials, and complete paperwork for teachers.

Parents of Willard Elementary students were informed of reform activities through an open house in which block teachers showed how thematic units work. A Family Resource Center is offered at the school with child care until 5:00 p.m. and General Education Diploma (GED) program courses for adults. The school also provides extended school services in the form of morning and afternoon tutoring.

Faculty and community members have been able to accomplish restructuring goals through cooperative efforts and commitment to the education of their children. The school-based decisionmaking (SBDM) process is described as working effectively for teachers, parents, administrators, and students at Willard Elementary School.

For further information about creating time for KERA-related activities, contact Ruby Napier, Willard Elementary School, Busy, KY 41723, 606/ 436-6807.

Mannsville Elementary School

The Mannsville Elementary School (Taylor County) school-based decisionmaking council was spurred to action by concerns from a parent and a district administrative assistant about the length of

time students were required to wait for buses at the school. In this rural area, students arrived at the school by 7:25 a.m. on buses, but classes did not begin until 8:05 a.m. The earliest buses departed at 3:25 p.m., but the student day ended at 3:00 p.m. Transportation schedules did not match the school day. Teachers were also required to supervise students during the wait for buses, preventing them from making use of valuable planning time. Educators believed that a change to a four-day week could provide time for professional development and collaborative planning and make better use of student time at the school for approximately 153 children in grades kindergarten through six.

With the aid of a grant for school innovation from the Kentucky Department of Education, Mannsville was able to extend the student/teacher school day during 1991-92 four days per week, allowing Friday staff development and planning while providing supervised programs for students on that day. Student attendance on Friday was optional, but during the 1991-92 school year 87 percent attended Fridays due to the difficulty for working parents of finding alternate forms of child care. Buses continued all regularly scheduled routes. Teachers were paid a stipend of $50 for the six extra hours worked on Fridays.

On Fridays total faculty meetings were held for staff development, planning, and/or observation of pilot programs related to KERA reform. Inservice training was conducted by state department of education personnel on whole language, assessment, outcome based education, portfolios, and the primary program. Teachers videotaped Kentucky Educational Television programs on KERA reform activities after school, then viewed and discussed them during Friday meetings. This enabled them to view the tapes, stop, ask questions, discuss, and integrate the new ideas into their own teaching strategy repertoire. Teachers were also able to travel to other schools to observe pilot programs in action and decide how best to adapt ideas for their own classrooms and students.

During the extra time provided on Fridays, teachers met, planned, learned, and collaborated in a relaxed atmosphere that encouraged development of effective ways to implement KERA reform activities in their school. Attendance of teachers and students improved, and teachers reported more teaching and learning was accomplished during the longer instructional days.

Students attended Friday classes including tutoring, arts and crafts, computer instruction, rescue squad safety, fire safety, public library programs, field trips, and many others. Grant funds were used to contract for management of programs and supervision of children. Students changed classes every hour to rotate through the course offerings.

Clear, correct, immediate communications were vital to the success of the program. Mannsville staff explained the program at special meetings, site-based decisionmaking council meetings, a Parent Forum, PTO meetings, and also sent a newsletter on the reform-initiated activities to each parent.

Without grant renewal the Friday programs could not be funded for the 1992-93 school year. However, the staff at Mannsville continue to dedicate after-school and weekend hours to KERA reform activities.

For further information about creating time for KERA-related activities, contact Norman Feese, principal, Mannsville Elementary School, P.O. Box 178, Mannsville, KY 42758, 502/465-8410.

Arlington Elementary School

Arlington Elementary School in Fayette County had an enrollment of 410 students in levels preschool through five for the 1991-92 school year. The teaching staff used a collaborative model and the hiring of substitute teachers to allow time for KERA planning and evaluation. Arlington's staff and the school-based decisionmaking council were working together to shorten the school day one day per month by adding 10 to 15 minutes to the remaining schools days. Unfortunately, the school was unable to implement this due to transportation problems.

With support from the building principal, released time was provided by using Chapter 1 and itinerant teachers in the building to cover classrooms for 30 minutes each morning. School began at 8:35 a.m. and ended at 3:15 p.m. Common planning time was scheduled from 8:00 to 8:30 a.m. (The district required school be open 30 minutes prior to the school day.) The itinerant and Chapter 1 teachers

supervised the classrooms and conducted a pledge to the flag, collected and checked papers due that morning, and assisted students in the completion of "sponge activities" and other seatwork for review of previously taught concepts and skills. Students are now supervised in two commons areas, thus freeing homeroom teachers for 30 minutes daily to plan. Itinerant teachers have duty two of every three weeks and can meet with teachers during the third week.

Through flexible scheduling of staff, the resource teacher and the regular classroom teachers were provided common planning time during the regular work day. Substitute teachers were also hired for one whole day to allow time for teachers to work together to evaluate student portfolios. The district identified several record/conference days during the year that schools can use for parent conferences, record keeping, school-based decisionmaking council or other meetings, and other reform activities. Arlington teachers could log out-of-school hours spent on planning, meeting, and other KERA-related activities; then request to take the designated record/conference days off. This contributed greatly to staff morale and got things done when they were needed.

Fayette County Schools established and provided training in a four-phase school-based decisionmaking process for staff meetings which expedited actions. It used a published agenda, distributed in advance, with assigned roles and rules to keep meetings on track. Roles of member, facilitator, timekeeper, leader, and recorder were designated and rotated for each of two meetings per month at Arlington. All roles for each meeting were identified at the beginning of the year.

For further information about creating time for KERA-related activities, contact Robin Fankhauser, principal, Arlington Elementary School, 928 Limestone, Lexington, KY 40505, 606/252-7750.

Scott County Elementary Schools

A widely applicable example of providing time for teachers to work on KERA-related activities within a school was reported by a Scott County primary teacher. Time was created for teacher planning and assessing by empowering students to control activities usually the exclusive domain of the classroom teacher. Developing student responsibility, the fourth R, included such activities as composing and constructing bulletin board displays, checking attendance, gathering and distributing references and materials, paired reading, and peer editing. The teacher was then able to implement reform strategies such as individual and small group portfolio assessment.

As students cooperatively and actively became engaged in their learning environment, they also gained a new respect for the learning process and the teaching profession. Another reported benefit linked to the autonomy of student-led activities was increased student leadership and self-esteem.

For further information about creating time for KERA-related activities, contact Ken Wright, Director of Elementary Schools, Scott County Schools, Box 561, Georgetown, KY 40234, 502/863-3663.

FINDINGS OF KEA-AEL STUDY GROUP MEMBERS

Summary of Study Group Member Personal Logs of Time for KERA

Findings from the KEA-AEL study group members on the number of out-of-school hours they contributed to KERA reform implementation show that the issues that took teacher time were related to school level and to individual interests. Study group members added to logs of their KERA-related activities over a six-month (25 week) period between April and October 1992. Members were given forms on which they noted the number of hours spent on KERA-related issues during school and outside the school day. They indicated whether the hours were spent alone or in groups, and recorded their own reflections on the worth of the time spent on each activity.

Of the five members of the study group, two were primary teachers, one was an intermediate teacher, one was a middle school teacher, and one was a high school teacher. Member schools ranged from rural to suburban to urban. Two were male and three were female. Years of experience in education ranged from 13 to 24 years.

Most of the two primary teachers' time was spent preparing for the implementation of the Kentucky ungraded primary program. These teachers averaged nine and one-quarter and nine and one-half hours per week in activities that included working alone in classrooms and attending professional development programs sponsored by state and national agencies. The intermediate teacher's KERA-related activities within the school focused on team meetings and meetings with the principal to prepare for student assessments, and averaged eight hours per week. School-based decisionmaking received approximately two and one-half hours per week from the middle school teacher. The high school teacher gave nine and one-third hours per week to efforts such as portfolio assessment and cooperative learning in the context of the Kentucky Teacher Intern Program. Study group members contributed an average of seven and two thirds hours per week to KERA-related activities during the period of study. While the above issues received most of the members' KERA-related time, many also devoted hours to technology, Success Reading and Writing Program (by Ann H. Hughes of Duke University, an integrated approach for levels K-5 consisting of modules for recreational reading, research, writing, and spelling instruction integrated with other content areas), science workshops, effective schools training, writing across the curriculum, Tech Prep, math portfolios, and various other assessment strategies.

Time logs were kept by study group members from April until October 1992, spanning portions of two school years and a summer. Fourteen percent of the hours reported were worked during the 1991-92 school year, 23 percent were expended during the beginning of the 1992-93 school year, and 63 percent of the hours were logged during the summer months. An average total of 70 hours per study group member was contributed. One teacher spent over 168 hours during the summer on KERA-related activities.

Log analysis revealed how much time was spent during school hours as well as before and after school. Only 3 percent of the hours from these five study group member teachers was spent on weekends, while 12 percent was worked during school

hours when students were supervised by others. Eighty-five percent of total time contributed to KERA-related activities occurred after school. This averages to more than 6.5 out-of-school hours per week committed during personal time, .23 hours spent on weekends for KERA reform initiatives, and .92 hours released time provided for each teacher in the group. (See Figure 9, page 35.)

Study group members spent an average of only 5.1 out-of-school hours during the entire six-month period on individual planning and preparation for KERA reforms. This figure does not include the planning time during their regular school day or planning for instructional purposes. The remaining KERA-related time was spent in meetings or training.

Study Group Member Reactions to Time and Tasks

Study group members were asked to record their reactions to the hours recorded and to the KERA-related tasks. Reactions ranged from frustration, boredom, anger, and exhaustion, to elation, satisfaction, excitement, and feeling good about preparation for reform. Members participated in many workshops and activities that demonstrated ideas that were useful and exciting, but some sessions were described as repetitive and poorly presented. Most of the hours spent were after school, following long days with children, perhaps contributing to negative evaluations. These teachers also reported expecting to be presented with ideas in a concise but effective manner at workshops. Some reported "spending time to save time," especially in summer hours when stress was not as great as during school.

Positive reactions were reported in regard to the following KERA-related activities: a productive team meeting on thematic units; an inservice on writing portfolios; a Box-It-Bag-It workshop; a Success Reading and Writing workshop; site-based decisionmaking council meetings; a needs assessment meeting for a district's assessment program; peer interaction and making friends; a Bill Martin Pathway to Literacy workshop on whole language; preparation for a primary ice cream social; effective schools training; time working in the classroom during the summer painting and preparing; scoring portfolios; preparing and mailing letters to cluster leaders for rescoring of portfolios; preparing portfolios for rescoring; portfolio rescoring and moderation; and a writing across the curriculum workshop.

Negative study group member reactions were noted concerning the following KERA-related activities: a repetitious writing inservice session; information packets received from a principal's inservice on assessment (too many unanswered questions); Activity Centered Elementary Science four-day workshop (too long); the trainer for a Success Reading and Writing advanced training; site-based decisionmaking council interviews for a building position; information about assessment; frequent during-school meetings; a testing meeting where teachers were not happy that their school was to be a norming school; frustration about the problems of others with portfolios; frustration over not finishing the work of a portfolio session and cramming meetings between personal appointments; anxiety over new responsibilities as head portfolio scorer; and frustration during rescoring of portfolios over problems caused by teachers who seemed not to care.

Much frustration was expressed about some teachers not choosing to invest as much time or effort into KERA implementation as others. On the other hand, some members described making new friends and establishing a camaraderie that would make their work easier over time. Even though some meetings were described as dealing with boring or inappropriate issues, and even though some members were uncertain whether receiving power to make decisions was good, most reported positive results from the time spent. One study group member's comment echoes what most of the teachers felt regarding the tremendous amounts of extra time required for reform: "We have moved above and beyond because of KERA."

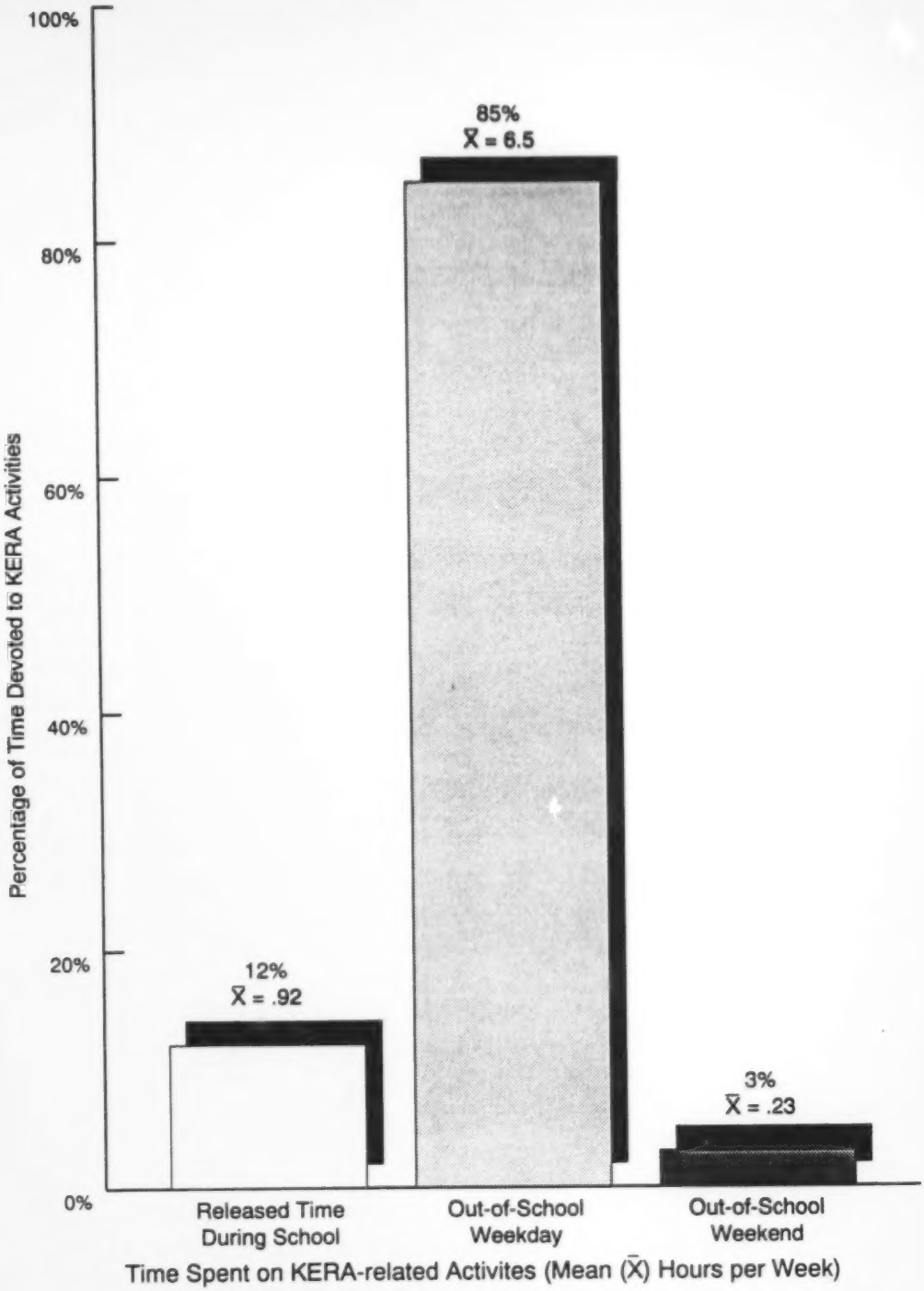

Figure 9. Study Group Member Time Commitments to KERA-related Activities

Reports From Others:
Recommendations for Effective School Reform and Reviews of the Kentucky Education Reform Act—Five Research Studies

Time For Reform
Susanna Purnell and Paul Hill

A study of educational reform written by Susanna Purnell and Paul Hill and released in 1992 by the RAND Corporation, *Time For Reform*, confirms that at the school level teachers do not have enough time to plan, implement, and refine improvement programs. The RAND report suggests that if schools are to restructure successfully, they must insure that staff members have sufficient time for training needed to implement and sustain reform efforts. Key questions to be addressed by local school boards, state departments of education, and state legislatures were suggested: (1) Will state and local policymakers consider the time problem before enacting and funding mandates, and (2) How can schools create the time to meet, train, and plan?

The RAND study describes findings and offers related suggestions for ameliorating the difficulty of school reform:

1. Local school districts can assess the cumulative burden being imposed at the school level. Are various district departments implementing programs that conflict with or complement one another? Are adequate resources to support the time and energy demands of reform being provided?
2. Schools can review overall priorities, eliminating practices that are ineffective or unnecessary.
3. Change strategies that feature realistic timelines and sustained support for practicing and implementing changes at the school or classroom level should be employed. Teachers are often not given sufficient time to attend workshops, practice new teaching methods, or receive feedback on progress before results are evaluated. Planners of reform must be prepared to persist for years before seeing expected results of reform activities.
4. Current reform efforts such as site-based decisionmaking, ungraded primary, and alternative assessment require more time than reforms of the past due to increased requirements for teacher interaction and collaboration. Local and state boards can facilitate waivers of policies, mandates, and contract provisions that limit time for staff participation.
5. Reform initiatives must provide for school personnel to learn the skills required—group facilitation, conflict resolution, decisionmaking by consensus, or use of new technology—before implementation begins.
6. Studies of ways to reorganize schools and enhance teacher job descriptions to make time spent on the continuous revitalization of the schools integral to the education system are needed. (pp. vi-vii)

Also offered by the RAND study are six strategies for creating more time for reform activities:

1. Hiring substitutes or enlisting the aid of student teachers or guest instructors from local universities.

2. Reducing the amount of time spent on routine business at faculty meetings and handling those items by memorandum.
3. Eliminating as much paperwork as possible for teachers, shortening meetings, and adapting technologies such as electronic mail systems to share problems and solutions.
4. Recruiting volunteers to perform administrative tasks such as hall duty, lunch duty, and bus duty so teachers can use the time to meet.
5. Adding a period to the daily school schedule by extending the school day or shortening class length, or banking time for meetings by adding a few minutes to the school day over a period of weeks or months.
6. Extending teacher contracts or paying stipends to attend workshops during weekends, evenings, or between school sessions. (pp. 21-43)

Even though time is created for reform activities, how it is allocated may determine the success of events. The designation of a specific date and time determines which teachers can participate and what can be accomplished. When planning meetings, district and building-level administrators should consider which staff members need to work together for how long and how often, and consider other events competing for a time slot. A real commitment to restructuring and willingness to make reform activities fundamental to the school calendar requires large investments of time on the part of all involved. True educational reform can continue only if time for teachers to continue to learn and apply that learning in the classroom becomes an integral part of school organization.

Purnell, S. & Hill, P. (1992). *Time For Reform.* Santa Monica, CA: RAND.

A Blueprint for Business on Restructuring Education

Frederick S. Edelstein

A Blueprint for Business on Restructuring Education, written by Frederick S. Edelstein, senior policy fellow for the National Alliance of Business, states, "Business leaders are bound to ask: 'Why aren't we getting the results within the time frame we had expected?' No matter what the focus, no matter what the risk, in order to be effective in reshaping education programs, policies, and practices, business must learn to be patient" (p. 26).

Results from educational reform are slower to appear than the effects of business restructuring, partly due to the number of participants involved in the learning process. "Student achievement, unlike product or service improvements, is greatly affected by the experiences of previous years. Overcoming such deficits cannot occur quickly" (p. 26).

The author compares education reform efforts to research and development in the petroleum industry or by pharmaceutical companies.

Each may drill many dry wells in the search for fuel or spend years developing cures for various illnesses. Edelstein recommends that business become more involved in education by evaluating situations with school partners, analyzing strategies, and assisting in making changes as needed; negotiating "to develop the best possible solutions" (p. 27).

Edelstein asserts that the critical element in developing long-term business participation in education reform is making those activities a formal part of the business organization and management. Establishing a commitment to years of involvement in the restructuring process allows time for a process "comparable to productivity and quality improvement efforts in business" (p. 28).

There are three crucial understandings, the author asserts, that those in business need to embrace while facilitating effective education reform: (1) Education's product affects how well business succeeds. Any crisis in American education is critical to the success of present and future businesses. (2) A meaningful role in education reform that includes proposing workable recommendations requires indepth knowledge about the education system. (3) Successful school/business partnerships require ongoing, long-term interdependent efforts (p. 29).

Edelstein, F. S. (1989). *A Blueprint for Business on Restructuring Education.* Washington, DC: National Alliance of Business.

"Special Feature: KERA Through the Eyes of Teachers"

Pam Coe and Patty Kannapel

In "Special Feature: KERA Through the Eyes of Teachers" from *Notes From the Field: Education Reform in Rural Kentucky* (1992), two Appalachia Educational Laboratory researchers summarize results of meetings conducted with teachers from four rural Kentucky school districts in the spring of 1992. As part of a 1991-1995 ethnographic study of KERA impacts on four rural districts, teachers were asked to identify (1) benefits and drawbacks of KERA, (2) facilitators and barriers to reform implementation, (3) professional and personal life changes brought on by KERA, and (4) suggestions for improving KERA.

Findings indicate that teachers expressed enthusiasm over new instructional approaches mandated by KERA and an increased sense of professionalism that resulted from learning new approaches, communicating more frequently with colleagues, and from increased freedom in the classroom. Increased communication among teachers was mentioned by teachers in all but one district as a positive outcome of KERA.

The major drawback of KERA was identified as too much change demanded too quickly. "Teachers reported spending long hours after school and on weekends obtaining additional training, planning for the primary program, participating in school council meetings, or compiling and scoring portfolios" (Coe, 1992, p. 2).

Many teachers expressed gratitude for substitute teachers who enabled them to attend daytime workshops or to score portfolios, but they were alarmed at the amount of time spent away from their classrooms.

Suggestions for the legislature from this group of Kentucky teachers include the following:

1. Slow down implementation. Rapid timelines for implementation of the primary and assessment programs were specific concerns. Teachers were keenly aware that the State Department of Education school rewards and sanctions program would begin in two years. They believed that judging them this soon in the implementation process was unfair.

2. Compensate teachers. The teachers requested compensation for their increased workload by either allocating money for overtime pay or providing planning and training time during the school day or year.

3. Stick with KERA. The opinion in all groups reflected a need for the legislature to give KERA a chance to work, even though some had apprehensions about certain aspects.

4. Fully fund KERA. Teachers were concerned that the legislature continue to fund KERA programs. Some districts had received word that the state budget shortfall resulted in no state funding increase for the current school year (p. 7).

In conclusion, teachers in this group need more time to plan and implement change, and some teachers need more resources. Stronger management of change at the state level was suggested and strong leadership at the building level was identified as critical. "A mandate for more planning time during the school day would serve to further ease the tremendous workload teachers were experiencing as they tried to implement the most radical education reform effort in the state's history" (p. 8).

Coe, P. & Kannapel, P. (1992, September). Special feature: KERA through the eyes of teachers. *Notes From the Field: Education Reform in Rural Kentucky,* 2(2), pp. 1-8.

Redesigning an Education System: Early Observations from Kentucky

Jane L. David

This report written by Jane David, director of the Bay Area Research Group in Palo Alto, California, sheds light on questions about the Kentucky Education Reform Act (KERA) that have been asked nationwide. Is KERA working as planned? Are there observations that can inform Kentucky educators and others striving to create and implement systemic reform?

To provide answers to these questions the National Governors' Association (NGA) and the Prichard Committee for Academic Excellence (an organization of Kentucky citizens committed to the improvement of education and supported by the Annie E. Casey Foundation), formed a group of researchers, consultants, and policy analysts to examine the initial implementation of KERA.

The report provides several suggestions phrased in the context of KERA initiatives. Four of those recommendations are quoted below as next steps for Kentucky and as challenges to other states attempting systemic reform.

1. Create the capacity at all levels of the system to carry out the new roles and responsibilities demanded by KERA and redefine professional development in ways to accomplish this...Implementing systemic reform requires adults to do their jobs differently...Teachers need the time and opportunities to learn new ways of teaching, how to develop curriculum and activities that actively engage students, and new ways of gauging individual progress. Administrators need a new vision of leadership that includes effective teamwork and the ability to inspire the ongoing development of teachers. These are much more complex and difficult ways of teaching and leading that are not amenable to the packaged solutions offered by existing vendors or the traditional workshop model of training.

This recommendation requires redefining teacher and administrator preparation and continuing education as well as building time into teaching and administration for professional development.

2. Ensure that the components of KERA are implemented in a sequence that makes sense since all of the pieces cannot be implemented simultaneously...Ensure that the messages about expected changes and the supports to make the necessary changes in practice are in place before judgements about progress and KERA's ultimate success are made.

3. Create realistic expectations for implementation and results, and build support among educators and the public. If thresholds for schools are not attainable, if timelines are unrealistic, and if expectations for assistance and rewards are not realized, the chances are high that public and educator support will wane.

For example:

The components of KERA that provide new opportunities for parents to become more involved in their children's schools are a starting point for building community ownership and support. The 1992-93 deadline for implementing the total primary program is not realistic for most schools, especially in light of the few opportunities to learn new ways of teaching and developing curriculum. Where progress is evident, teachers have devoted extraordinary amounts of their own time, including summers and weekends, to figuring out what to do. They will be unable to do so without extra time and opportunities for learning.

4. Develop mechanisms that encourage ongoing feedback about progress and barriers, and make needed adjustments without compromising the integrity and intent of the legislation. It is especially important for state leaders to have information sources that capture the struggles to change inside schools. State policymakers also need data on results and ongoing descriptive information that identifies and explains both successful change and barriers to improvement. This information is essential to making wise decisions about allocating resources and to maintaining the optimal balance between top-down and bottom-up control. (pp. 9-12)

David, J. L. (1993). *Redesigning an Education System: Early Observations from Kentucky.* Washington, DC: National Governors' Association.

"The Status of Primary School Reform in Kentucky and its Implications: Executive Summary"

James Raths, Lillian Katz, and John Fanning

During the spring of 1992, the authors—three educational consultants—studied KERA primary school reform activities in 14 Kentucky public schools.

Findings of the study indicate that teachers in the schools studied seemed to agree that progress

made in the primary program was directly related to enthusiastic and dedicated classroom teachers giving up their own time and often their own money to ensure that the mandated reform succeeded.

The leadership of school principals also influenced the success of reform. Some principals ensured that (1) teacher and parent groups were convened, (2) teachers attended professional meetings, and (3) weekend and summer workshops were scheduled (for no extra pay).

Obstacles to implementing reform successfully were reported by teachers: (1) lack of time, (2) conflict with family over out-of-school time spent on KERA work without compensation and family neglect, and (3) lack of training in developmentally appropriate activities, "authentic" assessments, and reporting procedures for communicating results to parents.

In all schools studied, teachers were concerned that including kindergarten students in the primary program caused problems logistically and theoretically. At the time of this study, Kentucky kindergarten programs operated with two half-day sessions daily. No plan existed for incorporating kindergartners into ongoing primary class schedules as they came and went throughout the day. Also, most kindergartners were not yet socialized to school norms. Therefore, they were not able to work alone or contribute effectively to the work of others, often slowing or impeding the learning of older students in their group.

Numerous recommendations were proposed by the authors of this study. Included here are those having particular relevance to this report:

1. There is an urgent need to improve the public's understanding of the intent and purposes of the KERA mandates for the primary program. A variety of media approaches should be used, showing the teachers working hard to implement the mandates in a timely manner, showing how children and parents are responding to the various attributes of the primary program, and showing how authentic assessment processes can work over time.

2. To ensure full implementation of KERA, we recommend that the following resources be made available: Provide teachers with released time during the summer with pay to meet together to plan their program; supply teachers the resources to attend workshops and other training sessions and to meet with parents to share ideas and exchange views. In addition, give them classroom aides to help with the nitty-gritty of implementing the program—running dittoes, meeting with children who are falling behind and who need a little extra help, grading papers, and even teaching some small groups. Finally, equip them with materials associated with multi-aged teaching—from computers to software packages to thematic instructional kits. Based on our experiences, it makes sense for the leaders in the State of Kentucky to make an assessment of what these and other supports will cost the taxpayers, and to work to provide them to teachers as quickly as possible.

3. Universities were almost invisible in providing support to schools interested in meeting the KERA deadlines for implementing the primary school mandates...This is a perception of teachers...We recommend that a serious effort be made to engage appropriate faculty members in the universities in this effort. They might (1) develop a rationale for the mandates that can be broadcast to the public; (2) design evaluations that will provide multiple audiences with the data that will enlist public support for the mandates; and (3) write curriculum materials for use in the schools that represent models of authentic assessment, developmentally appropriate practices, and thematic teaching. In addition, the universities could develop a curriculum bank to store and make accessible to teachers "ideas that worked" in various Kentucky schools. Teachers could assess the contents of the bank through modems in their schools.

4. Although such a move would clearly provide false hope to those who are saying the mandates are "going to go away," it makes sense to back the current deadline up to its previous place in the timeline. Teachers feel aggrieved and mistreated by the new accelerated timeline, especially those who charted out a plan that accommodated the earlier schedule and which was aborted by the abrupt change.

5. All of our recommendations call for the expenditure of resources—human and material. We suggest that all possible resources within the State—in the business community, in governmental spheres, and in the universities—be encouraged to contribute to the effort to ensure that the mandates are implemented in the Kentucky schools. (pp. 27-31)

Raths, J., Katz, L. & Fanning, J. (1992). The Status of Primary School Reform in Kentucky and its Implications: Executive Summary. In J. L. David, *Redesigning an Education System: Early Observations from Kentucky*, (pp. 27-31). Washington, DC: National Governors' Association.

CONCLUSIONS

Study Group Recommendations for Creating Time for KERA Activities

Thirty years ago, school reform was driven by a military threat—the launching of the Soviet Sputnik. Today the impetus is economic, spurred by global competition for resources. In *Human Capital and America's Future* (Hornbeck & Salamon [Eds.], 1991), Ernest L. Boyer states:

> It is through the schools that this nation has chosen to pursue enlightened ends for all its people. And it is here that the battle for the future of America will be won or lost. (p. 191)

As editor, Hornbeck suggests methods for restructuring schools:

> Court orders and / or legislation must be our primary vehicles to provoke and sustain the magnitude and kind of change that is necessary. (p. 367)

In Kentucky, the *Council for Better Education v. Rose* court decision brought about major systemic change in education. The Kentucky General Assembly was charged with creating a new system in which all children are likely to succeed.

After a year of actively participating as their own schools implemented KERA and upon examining the reports of others involved in implementing Kentucky Education Reform Act strands, the members of this study group on creating time for KERA-related activities offer the following recommendations for teachers, administrators, and policymakers:

Teachers

1. To make time, take time.
2. Maintain high expectations for all students.
3. Use successful ideas of others and build on them. Network.
4. Foresee problems based on experience of others and take steps to prevent them.
5. Use community and parental involvement to create time for reform activities. Invite other adults to provide audiences for student writing and presentations, read to students, teach a lesson, mentor for career awareness or self-esteem, assist with group management, complete clerical work, etc.
6. Take one day at a time. Trying to implement everything at once causes stress and burnout.
7. Celebrate successes.
8. Communicate with parents and the community. Generate support.
9. Give yourself permission to stop doing things you have always done that are no longer appropriate under KERA, such as teaching grade or age-specific skills in isolation that were required in the past. In order to add more to your daily schedule, something must be left out.
10. Concentrate on the quality of learning, not the quantity. (Learning to learn versus content coverage.)
11. Integrate instruction wherever possible. Secondary levels can benefit from extended block periods to allow time for indepth study, integration, portfolio work, or assessment.
12. Learn from the experts within your own school. Set up observation times during planning

periods or when your students are in the library, physical education, music, etc.

13. Use team planning, peer coaching, and special education/Chapter 1 collaboration whenever possible to lighten the load and share solutions.

14. Don't complain. Just do it.

Administrators

1. Coordinate reform efforts among individual teachers and other schools to eliminate reinventing the wheel. Network.

2. Make creating time for collaboration and planning a priority.

3. Organize efforts, as in school-based decisionmaking, before implementation begins to avoid conflict. Build on past experience.

4. Begin school-based decisionmaking by concentrating on efforts that change classroom instruction.

5. Support staff/school innovations for implementing reform strands.

6. Generate support among parents and the community for reform mandates.

7. Celebrate successes.

8. Communicate reform information to staff and community.

9. Research and promote the use of effective methods of implementation.

10. Provide staff development in the change process, goal setting, and time management.

11. Promote alternative planning methods, such as meeting outside the school or school day.

12. Involve all stakeholders in decisionmaking.

13. Facilitate the establishment of school visions or missions.

14. Facilitate the development of goals based on the visions or missions and desired student outcomes.

15. Maintain a positive climate for change.

Policymakers

1. Reform is important. Pursue restructuring 100 percent. Do not abandon any of it, but continue to support and fund all strands at the current level and beyond.

2. Fully fund KERA.

3. Eliminate restrictions (such as Carnegie unit requirements) to allow for creative solutions at the school level.

4. Allow school districts to use staff development funds to reimburse teachers for out-of-school work.

5. Promote organizational change in schools (such as eliminating the restrictive six 55-minute-period schedule at secondary levels and lack of planning time at elementary levels).

6. Promote the alignment of elementary, secondary, and higher education goals and procedures.

7. Reduce class size or provide additional paraprofessional staffing in the classrooms.

8. Experience the classroom environment before creating reform mandates. Consider how laws will affect schools, teachers, and students and determine what resources are critical.

9. Students and families need social support services to support learning. Mandate and adequately fund agency collaboration and coordination.

10. Promote and support the value of staff development, continuing education, and preservice training.

11. Link training and certification to the new system of assumptions, outcomes, assessment strategies, shared decisionmaking, instructional strategies, etc.

12. Fund additional noninstructional days for continuing education, staff development, planning, observation, assessment, parent conferencing, and other reform activities.

13. Mandate and fund the establishment and use of demonstration sites to illustrate what works in reform efforts.

14. Promote community alliances and support of schools by business and industry.

15. Slow some implementation timelines or provide funding for additional resources to help implement all KERA strands at once. However, maintain deadlines to ensure compliance.

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APPENDIX A

APPENDIX A

Survey Respondents (Who Provided Names)
"Time Expenditures by Kentucky Teachers on KERA Reform Initiatives, A KEA-AEL Survey"

Linda H. Owens
Barbara Sterrett
S. Philhour
Verla Stepp
Sarah Alley
Sharon L. Harmon
Zella Wells
Ruth Patterson
Brenda Blackburn
Mary Sue Click
Beverly Tomlin
Carol Gilbert
Nancy T. Blackburn
Mary A. Hunt
Jerry B. Lafferty
LuAnn Asbury
Byron Powers
Lorraine B. Clevinger
John E. Hutcheson, Sr.
Willie Elliott
Karolyn W. Roe
Irene Kuyper
Betty Crawford
Kenna Beam
Bettie Weyler
G. Warner
Virginia Barnes
Vickie Haynes
Sandy Harris
Claudia L. Brown
Fredericka Hargis
Peggy J. Bolton
Pat Ryan
Cindy Tupman
Arletta Kennedy
Sara Brady
Carolyn Spangler
Barbara Martin
Wayne Free
Harold Wilson
Judith R. Gambill
Lillian Clark
T. DeSinsi
Brenda McGown
Joyce Hammond
Lana Jennings
Mary J. Owen
Pat Fox
Michael Haile
Joy Gray
Paula Cramer
Lydia E. Wigginton
Sarah C. Newby
Ruth Collins
Vickie Burke
Ronald Morgan
Jim Roe
Karen Trivette
D. Reed
Carolyn Bruce
Carol Marshall
Nancy Ragland
Fonda Hawks
Sylvia L. Kuster
Virginia McKenzie
Gen Wesley
Jerry Linton
L. Bastin
Nancy Demartra
Nelva Fitzgerald
Brenda S. Watts
Sue Clifton
Mary Dillingham
Argillite Elementary School
Linda C. Elmore
Betty L. Schooling
Pam Cox
Rebecca See
Delois C. Multer
Helen Hunt
Paula Stohes
Ann Walls
Doug Mercer
Helen Richardson
Judy Johnson
Arthur Green
Helen Cottongim
Wanda Perry
Sally Adams
Marilyn Mackin
Sandy Hoover
Peggy Ranney
Terry Baldridge
Deanie H. Pigire
Joyce Dotson
Diane P. Price
Julia Hassloch
Judy Morris
Diana Graham
Martha Secrest
Paula J. Trabue
Marilyn Hughes
Linda Holland
Judy Johnson
Mary DeMyer
Kay Williams
Diane Masten
Berma Wheeler
Jefferson Co.
Gheenes Academy

APPENDIX B

Are You Busier Than Ever Because of KERA Activities?

Respond to the KEA/AEL Survey

Time Expenditures by Kentucky Teachers on KERA Reform Initiatives, a KEA-AEL Survey

The Kentucky Education Association and the Appalachia Educational Laboratory would like to learn more about the extent and purposes of time teachers spend outside the school day on KERA-related work.

Please help us by completing this survey by June 10 and returning it to KEA, attn: Sharon Felty-Comer, 401 Capitol Ave., Frankfort, KY 40601 or phoning your response to the KEA Survey Line (dial 800/755-2889, press 4, and then read the number of each question and your response).

All responses will be grouped for analysis and reporting. No responses to items (except for #8) will be identified by school or district. Both KEA and AEL will publish and distribute the results in the fall 1992. If you have any questions regarding the survey, please phone KEA at 800/755-2889, ext. 320 or Jane Hange at AEL, 800/624-9120. **Thank you for sharing so that others may learn from your experience.**

Please use an X to indicate your response(s) to each question.

1. Position in school district:
   ___teacher ___school administrator ___district administrator
   ___other, please specify_____

2. Level of school or responsibilities:
   ___primary ___intermediate ___middle/junior high school
   ___high school ___other, please specify_____ _____

3. Approximate school enrollment:_____
   School district name_____

4. Years of experience in education:
   ___0-3 ___4-9 ___10-15 ___16-21 ___22 or more

5. How many hours per month would you estimate that you spend in **out-of-school** time working on any of these areas. Note hours per month for any and all that apply.
   ___primary program
   ___assessment
   ___school-based decision making
   ___educational technology
   ___Family/Youth Centers
   ___professional development (beyond 24 required hours)
   ___other, please specify_____

6. In what ways do you spend time on KERA-related areas? Check any and all that apply.
   ___participating in meetings
   ___leading/chairing groups
   ___developing curriculum (e.g. primary program, writing process, etc.)
   ___KERA-related planning (individual or group)
   ___participating in training or professional development
   ___conducting training activities
   ___other, please specify_____

7. How many days of released time have you received during 1991-92 for work on KERA-related areas? _____

8. In what ways, if any, has your faculty or administration provided released time for teachers to meet on KERA-related activities? Check all that apply and describe other innovative methods for releasing teachers to plan.
   ___shortened school day
   ___reorganized school day schedule
   ___modified teacher schedules (e.g. team planning periods)
   ___administrator covered classes
   ___colleagues covered classes
   ___parent or other volunteers substituted
   ___substitute teachers hired
   ___created four-day week
   ___other, please describe below
   _____
   _____
   _____

9. What are the greatest obstacles you or your faculty have encountered to finding time to plan for KERA-related changes?
   _____
   _____
   _____

10. Please list any other comments you have regarding the time needed for teacher involvement in KERA school reforms.
    _____
    _____
    _____

A section of the final report will feature schools that have used innovative methods to release teachers to meet and plan for KERA activities. If you described such a method(s) in question #8, please provide contact information below so that a member of the KEA-AEL study group, who are all Kentucky teachers involved with KERA reforms, may contact you to learn more.

Thank you for responding to and returning this survey no later than June 10 to KEA, attn: Sharon Felty-Comer or phoning in your response (800/755-2889, press 4).

Optional Contact Information (if you answered #8)

Name_____

School or home phone number:

(_____)_____

Best day and time to call:

_____